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ABSTRACT

This publication is designed to provide court systems with a manual that presents collected papers detailing major program areas in utilizing volunteers. This manual is in a line of development which tries to establish a how-to-do-it body of special knowledge for courts. This body of knowledge has been built up by 8 years of experience in developing and managing volunteer programs in one of the 2 or 3 pioneer volunteer courts in the nation, Boulder County, Colorado, Juvenile Court. Included in this publication are such topics as: (1) the volunteer probation officer; (2) volunteer tutors in court probation programs; and (3) community volunteers as discussion group leaders for juvenile probationers. Included under these topic headings is specific information related to the selection, training, and utilization of community members as volunteers in the probation court. Relevant information regarding the successes and problems encountered by courts currently using volunteers is also provided. (Author/RK)

VOLUNTEER PROGRAMS IN COURTS

collected papers on productive programs

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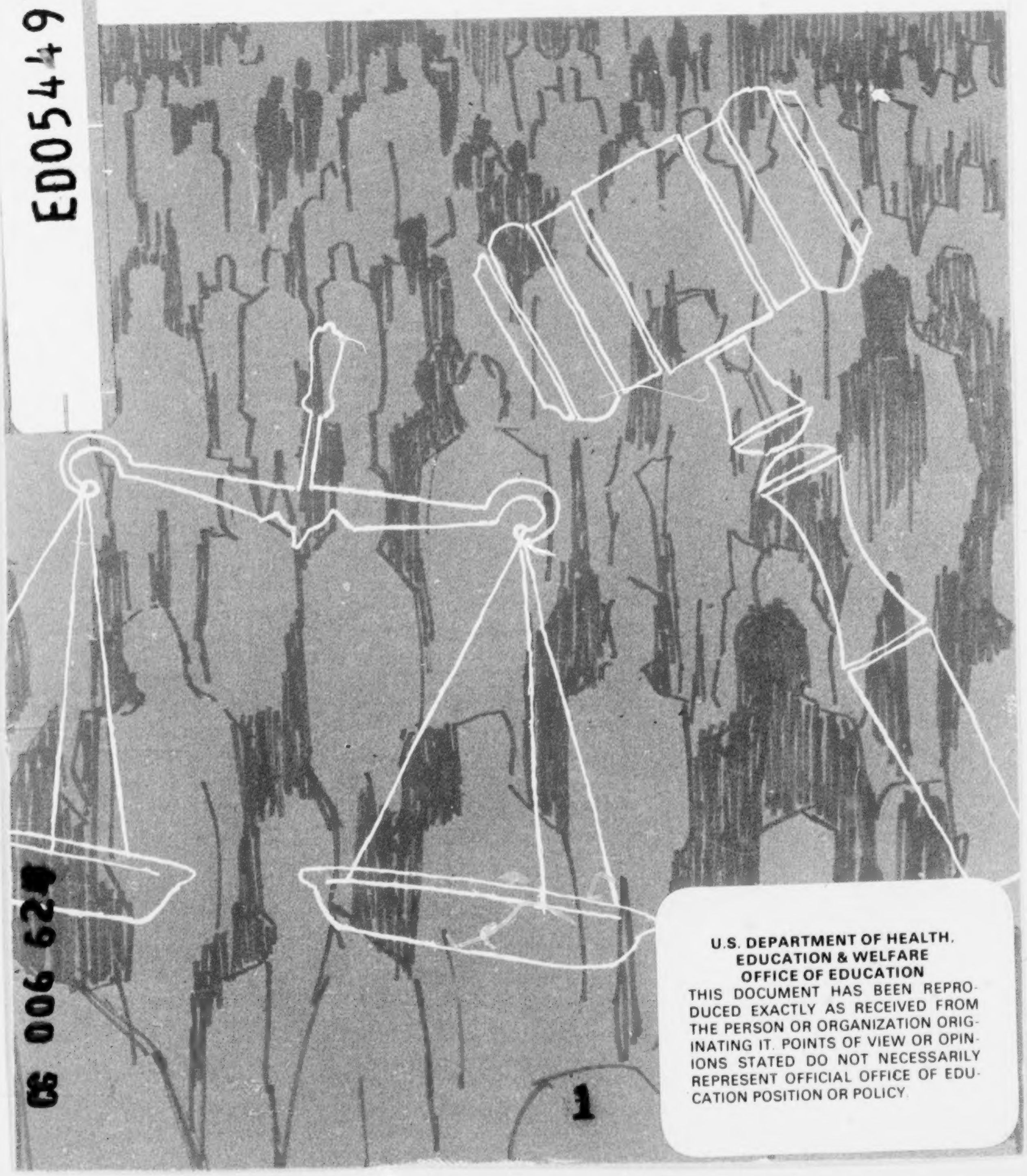

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U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
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Office of Juvenile Delinquency and Youth Development
1969

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foreword

This publication is designed to provide court systems with a manual that presents collected papers detailing major program areas in utilizing volunteers. It is a companion piece to the recently published volume titled, "Using Volunteers in Court Settings," that comprises a "how-to-do-it" manual on utilizing volunteers. Together, these two volumes provide our court systems with very important information concerning the establishment and operation of volunteer probation programs.

RALPH M. SUSMAN, Deputy Director

Office of Juvenile Delinquency and Youth Development

preface

The use of local volunteers in court probation programs has grown a hundredfold this decade, from three or four courts in 1961 to 300 or 400 in 1969.

It is tempting to take satisfaction in the sheer rapidity of growth, as if that by itself demonstrated the worth of the movement. It does nothing of the sort, of course. Indeed, there is every indication that the court volunteer movement suffers from the same malaise as other areas of service volunteerism: the idea that volunteer programs will somehow run themselves and that they are neither needful nor worthy of professional expertise.

This attitude accounts for the fact that, although 50 million service volunteers are at work today in the United States, no professional field really prepares its graduates to work with volunteers or manage volunteer programs. Again, though by almost any system of categories, local volunteers contribute more service hours today than any other single group in the work force, it is only recently that the first major university has even considered offering a master's degree in volunteer program management.

This publication is in a line of development which tries to establish a how-to-do-it body of special knowledge in courts. This body of knowledge was built up over 8 years of experience developing and managing volunteer programs in one of the two or three pioneer volunteer courts in the Nation, Boulder County, Colo., Juvenile Court (Judge Horace B. Holmes presiding). Beginning in 1966, a grant from the Office of Juvenile Delinquency and Youth Development enabled us to compare and integrate Boulder's experience with that of other pioneer courts in the Nation, during the first national conference of volunteer courts convened in Boulder 1967, and in extensive continuing contacts with other courts thereafter. This grant is known as the Boulder Juvenile Delinquency Project.

Finally, it is of more than casual interest that each member of the authorship teams represented in this collection of papers has been personally involved in court volunteer programs for a number of years, either as a supervisor or as a volunteer, and frequently as both.

The profit reaped from this collective experience has been preserved in two volumes, the present one and a preceding one titled, "Using Volunteers in Court Settings." Both concentrate on practical how-to-do-it matters regarding local volunteers in court probation programs for juvenile or young adult misdemeanant offenders, with considerable application also to correctional volunteers in parole and institutional work.

The first volume deals with the management of court volunteer programs, regardless of job type. Once one has mastered this fundamental knowledge of the court volunteer, he can then specialize. Thus, the use of court volunteers specifically as tutors differs somewhat from the use of court volunteers as deputy probation officers, foster parents, or discussion leaders. Indeed, one of the key advantages of volunteers is this potential flexibility in their usage. "The National Register of Volunteer Jobs in Court Settings," cited in the bibliography of the present volume, listed 20 major types of jobs currently being filled by volunteers. The present volume delves into the more important of these court volunteer job areas, in depth. The importance of some of the job categories covered is warranted by current frequency of usage. Thus, the categories "volunteer probation officer" and "tutor" probably account for a clear majority of the 20,000 or 30,000 court volunteers at work today. Other job categories, such as group discussion leader and foster parent, are included because, though currently less well populated with volunteers, they fill crucial probation needs to be met in the nearest possible future.

The present volume is thus a collection of management manuals for each of a set of important court volunteer job specialties, a collection, moreover, which assumes the general knowledge of probation volunteers as recorded in the first manual in the series. The papers in the collection were originally published separately by the Office of Juvenile Delinquency and Youth Development, and each can stand by itself as a treatment of its own job area. In addition, as a collection, the manuals offer an overview of alternative possibilities in channeling the contributions of the local probation volunteer.

How effective are volunteer probation programs? Impact on probationers, on the court, and on the community have been investigated by the Boulder County Juvenile Delinquency Project, and a preliminary report has been issued by the Office of Juvenile Delinquency and Youth Development, under the title: "A Case Study of Volunteerism in the Juvenile Court: Programs and the Probationer," by Dr. Leonard J. Pinto. In general, this study and two others at other courts are guardedly encouraging. Volunteers can impact positively on probationers, relative to probationers without volunteers, but they will not necessarily always do so, particularly, we would add, if volunteer programs are poorly managed.

Volunteer probation programs are apparently worth doing in courts, and will be done in many—if not most—American courts. The important question is, will they be done well?

IVAN H. SCHEIER, Ph. D., Director
Boulder County Juvenile Delinquency Project, 1966–68, and
National Information Center on Volunteers in Courts

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THE BOULDER CONFERENCE OF VOLUNTEER COURTS

May 1967

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BACKGROUND OF THE CONFERENCE

History and Objectives

This past decade has seen courts calling on local unpaid workers to supplement and amplify probation services for juveniles and for young adult misdemeanants. In modern times, this court volunteer movement is new, and its growth rapid. As of 1961, only three or four courts used volunteers substantially; by 1965 there were 30; today there are a hundred.

Interaction among volunteer courts has fallen behind growth. Most volunteer courts hardly knew of each other's existence prior to 1966. Some prospered; some struggled; a few foundered; but virtually none exchanged information and ideas or learned from each other's experiences.

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Accordingly, a conference on volunteer participation in courts was considered crucial if the courts were to use more effectively the community resources they had marshalled. The conference was essentially a face-to-face mass consultation among volunteer court representatives, designed to counteract their historic insularity. More specifically, the aims of the conference were:

(1) An opportunity for personal contact among those involved in court volunteer programs.

(2) Exploration of the various programs directed by the participants, including the goals, philosophies, and assumptions underlying these programs.

(3) Discovery and clarification of questions of common interest in recruiting, training, and utilization of court volunteers.

(4) Determination of basic areas of consensus, as an aid to courts considering the use of volunteers in the future.

(5) Laying the basis for improved future communication among volunteer courts.

Conference Organization and Format

Selection of Delegates.—Conference objectives suggested a small working conference among representatives of experienced volunteer courts and a few closely related agencies. Selection of participating agencies was as follows:

(1) Sixteen of the most experienced volunteer courts, averaging about three delegates each. Half were juvenile courts; the remainder dealt with young adult misdemeanants or both these and juveniles. Communities represented ranged in size from about 10,000 to the largest metropolitan centers, with some representation of all major geographical areas of the country.

(2) Three agencies having exceptionally long experience in the use of volunteers with dependent and neglected children.

(3) Several courts considering the use of volunteers, but without any substantial volunteer experience.

(4) Five or six national agencies in the area of corrections.

Within the agencies described above, delegates were: (1) Judges; (2) probation officers; (3) professionals in corrections-allied fields (sociology, social work, psychology); (4) active volunteers from six courts; and (5) representatives of national corrections agencies. Judges and probation officers comprised about 50 percent of the delegates; the remainder were about equally divided among the other three categories. In addition, some 25 Boulder volunteers served in administrative support positions, with opportunities for informal contacts with delegates.

Appendix 1 describes each participating agency, while appendix 2 lists and identifies each individual delegate.

Preconference preparation was stressed since practical pressures limited conference time to 2½ days. Delegates participated in the development of the agenda, and clarification of areas to be covered by panels and speakers. They also forwarded program descriptive materials for conference use.

Organization of conference presentations reflected a decision for the widest possible participation of all delegates, at an acknowledged sacrifice of more leisurely in-depth analysis by a few "experts." Indeed, prior to the conference it was difficult to specify just who these experts were.

The basic format was in terms of panels, averaging about 1½ hours. Each panel had a moderator, four or five panel speakers of 10 to 15 minutes each, and two or three discussants who were asked to react to panelists and lead off subsequent open-floor discussion. As listed more fully in the index, panel topics included recruiting, screening, orientation, and support of volunteers; their relation to regular staff; and management and impact of volunteer programs.

The Background of This Report

Most participants felt the conference proceedings worthy of preservation. A resource for this existed in complete tape recordings made of all formal sessions, and this report is an abstract of these tapes, according to the principles described below. In the first place, redundancies and pleasantries natural to oral presentation were deleted. Within remaining material, more detailed descriptions of particular volunteer programs were also cut considerably, since these are available elsewhere. Finally, certain contributions of a sensitive nature are conveyed without attribution of specific names and places.

Where occasionally, condensation blurred context, a word or phrase has been added in parentheses, but interpretive extension of remarks was carefully avoided, however natural this might seem in retrospect. In this connection, it should be remembered that speakers were attempting to convey a considerable amount of material under heavy time pressure. This included much that is naturally conjectural at this early stage in court volunteer development

The Conference, and this report of it, was organized by the Boulder County Juvenile Court, Judge Horace B. Holmes presiding, as part of Grant No. 67011 from the Office of Juvenile Delinquency and Youth Development, U.S. Department of Health, Education, and Welfare.

SYNOPSIS OF CONFERENCE PRESENTATIONS

Session 1.—Where Are We Now?

Moderator: The Honorable Michael Donohue, Presiding Justice, District Court, Holyoke, Mass.

Dr. Ivan Scheier, Project Director, Boulder County Juvenile Delinquency Project, Boulder, Colo.—Today, 50 courts employ a total of 4,000 volunteers, in about 40 job categories. Jobs volunteers perform include all known traditional probation services and some nontraditional ones. They function at levels of responsibility ranging from routine nonprofessional through professional. Indeed, "volunteer" is not necessarily synonymous with "subprofessional." Some volunteers *are* professionals contributing their services as professionals and several courts have systematically sought these kinds of volunteers as a core around which to build their programs.

The local citizen, working part time, is the backbone of most court volunteer programs. Courts tend to use what this local citizen already has, by way of character, interest, willingness, and background, rather than giving him special intensive training for volunteer work.

Whatever his job, the volunteer's style of doing it is different. There may be many reasons for this, including his frequent lack of conventional training, and his feeling of "working free," less controlled by agency structure. These influences seem to make the volunteer more of an innovator, more unorthodox than regular professional staff—though this does not mean his innovations will always be practicable. A second major influence on the volunteer role is the way probationers tend to perceive them. The probationer almost always knows that the volunteer is working without pay. From this, the probationer concludes that the volunteer must be doing it out of real interest in him; also that he is not so much an official court person.

Volunteers contribute ideas as well as services—ideas for programs, methods and services. We should scan these carefully, and separate the genuinely creative from the unworkable, for application not only in our own courts but in corrections generally.

Most of us like volunteers, and we have good feelings about their effectiveness. Yet, hard evidence of impact is lacking and is needed. Experience to date does suggest that volunters can do some things paid staff cannot, while paid staff can do some things volunteers cannot. Together, they can do much more than either alone.

Judge Keith Leenhouts, Municipal Court, Royal Oak, Mich.—There is a definite need throughout the United States to utilize more of the vast untapped power of the volunteer.

I agree that we need careful evaluation on the use of volunteers, and we have such research in progress at Royal Oak. But I would also suggest that we should not lose sight of the fact that there is something mystical, something wonderful about the volunteer, and maybe we should not expect to put it all down in 1, 2, 3, 4 order. Maybe we should accept some of it as being part of God's mysterious and wonderful way, part of the inspiration and ethics in the Judeo-Christian tradition of our country.

Under a grant from the General Board of Christian Social Concerns of the Methodist Church, Royal Oak's Project Misdemeanant aims to spread the concept of volunteer use in court and agency settings throughout the United States. As of now, we believe we have contributed to the starting of 30 such programs. Our main suggestions to new courts are: (1) Start small; and (2) build spirit.

An exciting possibility we are now thinking of, is the formation of a nationwide organization of volunteer courts.

Mrs. Eva Scott, Volunteer Services Officer, Junior Village, Washington, D.C.—Previous speakers described volunteers working with juvenile and young adult probationers. I'll describe their use with problem youth other than strictly correctional (and in institutional settings).

Junior Village is a Department of Public Welfare institution located in a racially mixed neighborhood. Its present resident population is 582 dependent and neglected children, predominantly Negro, from 6 months to 18 years of age.

We have 997 registered volunteers. They are hard-working and intelligent, from every section of the city and suburbs. They work in such jobs as tutor, home sewing groups, girl and boy scout leaders, office assistance, Head Start Aide, newsletter editor, librarian, and many jobs in the Cottage Nursing School Program.

From our experience, the main conclusions are:

(1) A public welfare institution can absorb a (federally funded) demonstration volunteer project into its regular program (after outside funding terminates).[1]

(2) Paid staff is necessary for the successful direction and operation of a volunteer program.

(3) Volunteer programs and jobs are dependent on continuous innovation and flexibility.

(4) Volunteers and their services are successful proportionate to administration acceptance and support. We are constantly forging new links in the chain of partnership between staff and the volunteer. As these lengths strengthen, the possible jobs to be done become clearer.

Discussants: Mrs. Dorothy Knudson, Director of the Training Center for Community Programs, University of Minnesota, Minneapolis, Minn.; Mrs. Ruth C. Wedden, Director of Volunteer Services, Dade County Juvenile Court, Miami, Fla.

Good volunteer job descriptions are needed and very important. A number of questions remain unanswered in this area; for example, which jobs, if any, should be left in the domain of the paid professional? Which ones are performable by volunteers or overlapping to both? What jobs should a volunteer *not* be asked to do?

Also important is the "cost accounting" factor. How does the professional effort needed to train volunteers and run programs compare with the work output of volunteers?

Beyond the direct services they render, volunteers have a role in public education. As a core of citizenry who understand first-hand what is involved in courts and corrections, they can contribute to the development of sound public policy.

Session 2.—The Professionals Speak

Moderator: Judge Marshall Young, Pennington County Court, Rapid City, S. Dak.

Dr. Leonard Rosengarten, Director Juvenile Division, County Court of Philadelphia, Pa.—We are a large metropolitan court with 24,000 listings a year plus 25,000 other police referrals.

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[1] A discussant later raised this problem: how do you institutionalize a volunteer program once initial outside financial support is gone?

We've had a decade of successful experience using volunteers of various types in various situations. Some current programs are: *Teen Aid,* in which an organization of 250 women act in big sister capacity with girl probationers; *Lakeside Youth Service* which works with boys in custody, then gives them transitional experience in a rural setting, and follow through on their return to the city; and *Take a Brother* which uses outstanding older boys (not necessarily of high socioeconomic level) in hopes they will be models for younger boys. We find it efficient to use structured groups as volunteer sources, rather than enlisting individual volunteers.

We see the volunteer's role as sharply distinct from the professional. The volunteer should be a warm, understanding, older, wiser, permissive friend, worthy of emulation, not a surrogate probation officer, not an authoritarian figure. It's fine to use volunteers one-to-one in this context, but every volunteer-assigned child also should have a regular probation officer too, in a complementary relationship.

While we are committed to the use of volunteers, we think they should never be substitutes for professionals, never a means of escaping our responsibility for developing a core of trained professionals with the special skills needed to effect positive changes in the behavior of delinquent youth. Just as we would not substitute lay volunteers for professionals in medicine and science, we should not do so in the profession of corrections. This would only delay the solution, evade the issue of the need to develop special correctional skills in an adequate number of professionals.

Mr. John E. Hargadine, Chief Juvenile Officer, Boulder, Colo.—There are too few professionals available. Their caseloads are high; their training may be inadequate, and their salary is inappropriate to the professional requirements placed on them. It's unlikely this situation will soon improve. While there is more money becoming available for training, not enough young people are entering the corrections field.

This is one reason court volunteers are vital. Another is the education of the community to the kinds of problems we face in the courts, including some things we may be blamed for unjustly. Via court volunteers, the community may more readily share the court's philosophy and accept a more rehabilitative, positive approach.

Volunteers nevertheless bring new problems. First of all, professionals are presently indoctrinated in work with young offenders. With the advent of volunteers, the probation officer must adjust to new duties in administration of volunteer programs, training the volunteers, and in public relations. He will also have to learn to wear a black hat in a higher proportion of cases. This is because volunteers are more likely to come to him with crises requiring probationer discipline, than with everyday good things. Finally, whether probation officers like it or not, the volunteer challenges us, needles us, keeps us on our toes. This is uncomfortable but it is good, since controversy is the father of creativity.

Judge J. Moritz Grolimund, Municipal Court, Elkhart, Ind.—We work generally with young adults, but our oldest probationer is 56.

Volunteer probation officer services began 3 years ago, without any prior paid staff except myself. When we'd used up the first group from Jaycees, we went on to the Lions, PTA, church groups, and a Mennonite seminary. Our volunteers range from teachers through clerks, janitors and even ex-felons (who've conducted some of our most successful cases). The staff of a local psychiatric day hospital have volunteered their off-duty time, and they are used on intake and presentence evaluation. An MSW supervises presentence reports. We've had no bad experiences with any of these volunteers.

Our probation term is 6 months. We believe if we have motivated the person sufficiently in that time, they can complete their rehabilitation program on their own.

Judge Wilfred W. Nuernberger, Lancaster County Court, Lincoln, Neb.—Volunteer programs are hopeful alternatives to fine, confinement, and training schools, as ways of changing behavior. Training schools are expensive and many children return to their home communities with more problems than when they went.

We are not going to be able to do the job in the courts, without volunteers. There aren't enough professional staff now and there is little possibility that our professional training schools will be able to keep up with the increased demand for services, any more than they have in social work and psychiatry, for example.

I believe the basis of probation is establishing a relationship in which the volunteer positively changes the probationer's behavior by showing interest, concern, a desire to help, when perhaps parents or others have not done this sufficiently. There is nothing in the books to say that the only person who can establish such a relationship is a paid professional. If the volunteer can do it, he can help the probationer. In fact, this is just where a volunteer program is important in the operation of a court. If the professional tried to do it all alone, he might well spread himself too thin over too many relationships.

Helen Keller and her teacher are an example of what a relationship can do. Her teacher—in a sense a volunteer—accepted this child with all her handicaps and rejection; her genuine interest and love were very much a part of the success of the treatment.

Discussion: Mrs. Pat Michael, Boulder Preventative Court Volunteer spoke on a theme of respect for the volunteer: In your picture of the volunteer, don't assume unpaid means untrained. The carefully chosen volunteer has applicable background, education, experience, judgment; for example, a teacher who's raised two nondelinquent children and worked with girl scouts.

Dr. Leonard Rosengarten presented these points in reply to Judge Nuernberger and others. Given the goal of changing human behavior, you can work at it in two ways: (1) Commonsense and a good relationship; or (2) by obtaining and applying hard-gained professional knowledge in the behavioral sciences, on how to predict and control human behavior. Such a professional in speech and hearing told me he could have had Helen Keller speaking at a much earlier age.

The valid use of volunteers is as a complement to professional staff, not as a substitute. Probation officers now have a wide variety of backgrounds, unfortunately. We need to develop more university-based training, focussed on the special skills required, and this will also attract a more adequate number of people. Until we do that, we really don't have a profession yet.

Session 3.—The Volunteers Speak

Moderator: Mr. Henry Hassberger, Chief Administrator of Volunteer Programs, Royal Oak, Mich.

Mr. Mori Mitsui, Court Foster Parent Volunteer, Boulder, Colo.—Good communication is important, between the volunteer and the court. The volunter can't run the whole show himself. He must know when to report to court staff and consult with them. Correspondingly, court staff must be reasonably accessible to the volunteer when he needs to talk. Good communication is also important in building understanding among the volunteers themselves. Without it, two volunteers may work at cross-purposes with the same child. Indeed, a child frequently tries to play one off against the other.

To secure and keep good volunteers, regular staff from the judge on down should be dedicated, and show positive, imaginative leadership. This has been important to me as a Boulder volunteer.

Miss Emma Weston, Denver Juvenile Court, Denver, Colo.—(NOTE.—As a VISTA person, Miss Weston represents a nationally organized volunteer movement beginning to participate in courts, which as of now depend overwhelmingly on locally recruited volunteers.)

I work as an aide to the probation officer, assigned to one girl probationer, including followup with the girl's family. One has to be on call 24 hours a day. A first objective is to be *assimilated within the community.* This requires living in the neighborhood, dressing unobtrusively, certainly not in anything like a uniform.

Mr. Robert Newbie, Volunteer Group Discussion Leader, Brighton, Colo.—In our group discussion program for parents, we start with court-required weekly meetings which last for 10–12 weeks. Then the boy probationer group starts, the volunteer group discussion leader already having obtained insights on how the parents view their own child. One overall benefit is improved communication between the mother, father, and child.

Why use volunters in this program? Because there aren't enough professionals, and if there were, there wouldn't be enough money to pay them all. Also, as a volunteer and former school teacher, I don't believe a graduate degree in psychology is an absolute necessity to work in this area. We do have some in-service training for volunteer group leaders, and we think it gives them a measure of help and reassurance. But perhaps volunteers succeed largely because they do not know what can't be done; they haven't read the textbook.

I believe we can show some small degree of success—small because only after 5 or 10 years can we look back and judge success.

Jack Gummere, Assistant Probation Officer Volunteer, Durango, Colo.—As a college sociology student, I worked 8 months with a Spanish-American boy probationer whose clinical therapy termination report had indicated a "lost cause." Starting from "no communication," we built a relationship on common ground: weightlifting, fishing, learning Spanish. I also built communication with his family. At the end, his school grades had improved.

In this instance, the volunteer has advantages over the professional. He can mix more without incurring the resistance and suspicions a court person does. He can also act effectively as the "go between" for the child and the court, the child and the community.

Mrs. Mary Fortin, Volunteer Probation Counselor, Denver County Court, Denver, Colo.—I took the court's volunteer training course and was assigned a 25-year-old girl with "80 years" experience: Put on the streets as a prostitute at age 12 by her mother, she has been arrested 35 times since. Professional diagnosis said her potential for personality development and change was very limited. I'm more optimistic. She's impulsive and sometimes hostile, but has good social sense which is often as good as having a higher IQ. Even at our first interview, we had no communication barriers.

We're attempting to rehabilitate her in her own environment. (She's a good barmaid.) Taking a girl completely out of her own environment and setting her up in a "good" neighborhood will make her lonely, and in desperation she'll return to former bad habits.

Volunteer counselors should be screened, particularly against prudishness and prejudice. We should be shockproof and objective. We should have empathy but not be too sympathetic. If we're too sympathetic, the problem becomes ours, and we can no longer help probationers look objectively at themselves. In the end, they must always make their own decisions.

Mr. Robert Mattox, Lay Group Counselor, Royal Oak, Mich.—In our court, professional psychologists and psychiatrists handle the more difficult cases in group therapy; I would not have accepted such cases, even if I had been asked.

I've had my group of young adult misdemeanants for 6 months. Their offenses range from theft and careless driving, to assault and battery. The only ground rule is compulsory attendance. I don't have the skills of a psychologist, and I don't feel I give the boys therapy. I just try to get them to talk among themselves, so they'll get an understanding of their problems and thereby improve their attitudes.

At first, they wouldn't admit to having done anything; they said they just got a bad break. Since then I think I've gained their confidence, and I think they talk more openly to me because they don't associate me with the court or think of me as a psychologist. However, I realize that a professional could get the information eventually.

Dr. Ernest Shelley started using volunteers as lay group counselors some years ago, in the Michigan Department of Corrections.

Discussants: Judge Horace B. Holmes, District Court, Boulder, Colo., and Mr. Jerry Nordstrom, Chief Probation Officer, Juvenile Division, District Court, Adams County, Brighton, Colo.—Communication is important. Some judges don't communicate with probation officers, and some probation officers don't communicate with probationers. Yet, volunteers do seem to communicate with probationers. One wonders why they are able to do so? Perhaps it is because probationers are afraid of repercussions if they tell all to regular court staff. Also, volunteers work in a more relaxed setting and have more time to spend with probationers.

Mr. Nordstrom: I'd like to put these questions to the volunteer. Are the courts misusing you in any way? Are you getting the right type of training and orientation? In making use of your services, is the authority approach better than the big brother approach? Can we communicate better with you? When a volunteer leaves our program I write them and ask for an evaluation. Some of the comments received are: "you are not communicating with us; you brought us in on a problem without giving us sufficient background, training, and orientation."

Some volunteer replies: Communication was a basic problem in our program. We tried to solve this by holding regular meetings, and we set up a form for the probation officer to fill out when the child is first assigned, anticipating some of the common questions volunteers have. All this is particularly useful for the new volunteer.

Session 4.—The Probationers Speak

Dr. Evan Vlachos, Program Supervisor, Boulder County Juvenile Delinquency Project, Boulder, Colo.—In the Boulder tape exchange program, groups of probationers exchange anonymously made tapes with police, teachers, church groups, etc., in order to open up channels of communication between probationers and their community.

I will summarize an anonymous probationer tape in which we asked their views on volunteers and volunteer programs.

Probationers are enthusiastic about the volunteer. Since he's unpaid, they believe he must be doing it for unselfish motives. The college student volunteer is appreciated because he's nearer their own age, and they further like volunteers who've had trouble of their own * * * in both cases because they think it helps the volunteer see their point of view. By contrast, probationers see regular court personnel less favorably; they work just for the money; they represent authority, and they administer punishment.

The better volunteer is seen as one who sought out work with probationers, rather than one whom the court sought out for this work. This may be related to a general reason probationers give for favoring the volunteer: he is less associated with the court, and more with them. Indeed, probationers tend to talk in a proprietary way about their volunteer, e.g. *my* tutor, etc. They even see themselves as obliged to give the volunteer a certain amount of satisfaction in his work with them. That is, probationers will do some things just because they'd like to make their volunteer feel good.

Session 5.—Commentary on Proceedings to This Point

Professor John Martin, Fordham University, Department of Sociology, New York City, N.Y.—In the various presentations so far, I've sensed some disagreement on the proper relation between volunteer and court staff, or, as I would state it, professionalism versus nonprofessionalism. I use these terms to signify that the conflicts are conflicts not between individuals but between interest groups. As professions, we think of law, medicine, dentistry—their practitioners must be licensed. There is no such current claim for the probation officer. By and large, corrections is still struggling for such prestige and status. The conflicts arise because volunteers are saying: "I can do the job just as well as you do it."

Generally, corrections people deal with the lower class, the ethnic minority populations in our big cities. There seems to be the assumption here that something in professional training in psychiatry, in case work, in psychology, specially equips corrections professionals to work with such lower class clientele. But, I believe the ordinary training of a social case worker equips her to work more with a middle class patient in a private psychiatric clinic than it does with the poor child in the streets of Detroit. Similarly, the ordinary training of a psychologist or psychiatrist, better equips him to work in a private setting with a voluntary patient who can pay, rather than a poor person who has no choice, in a correctional setting.

As for diagnosis, we somehow think the professionals do know what delinquency is about, that they are able to diagnose what is wrong and what action should be taken. But I don't think either professionals or volunteers are capable of doing well diagnostically. Again, one reason is the class and ethnic differences between them and their clients. There is certainly a lot of expertise built into professional training, but I don't think it presently equips the practitioner to work very well with lower class involuntary clients, who may never have heard of psychotherapy, much less understand it.

Indeed, in many ways, our probation officers are not now doing very complex or difficult work, that a person with average intelligence, average writing ability, and some skill using the telephone, might not do. They certainly aren't doing psychotherapy; perhaps some are sometime, but the work role is not usually a psychotherapeutic one, and there is nothing mystical or professional about it.

Thus there are a variety of roles the volunteer can fill as well, or better than official employees of the court. Indeed, volunteers can challenge the existing practices of the court if they see their job as monitoring the system in the name of the client. But some roles the agency cannot give to volunteers out of sheer self-preservation and autonomy, because, at least in a bureaucratic sense, volunteers are not working for the agency. The people who run the line structures must work for the boss of the agency; otherwise it can become chaotic. So there is obviously an essential role for the paid professional expert who is in the agency structure. On the other hand, and for the same reason, there are many roles that volunteers can fill that the official employees of an agency cannot. This is because the professional is not in a good position to question or even to challenge vigorously the existing apparatus of the agency. The volunteer may be in such a position, though he won't be if he sees his role simply as one of helping out the corrections therapist.

Session 6.—Recruiting, Screening, and Placing Volunteers

Moderator: Judge Malcolm Copeland, Topeka, Kans.

Justice Michael Donohue, District Court, Holyoke, Mass.—In our town of 55,000, the 17–23-year-old group has particular problems. They're above the juvenile but not yet matured into adult. Our main problem is with the drug addict.

We have four full-time paid probation officers and several volunteer programs. Our *tutoring* program involves college girls from Smith and Holyoke, supervised by Juvenile Probation Officers. We also use volunteers in our *group therapy* program, which deals with second offenders. One of these groups meets in the county jail, by arrangement with a sympathetic sheriff. We also have an *alcoholic* program run by a man from A.A.

A number of our volunteers have had relevant previous experience, for example, as group therapists, marriage and family counselors, etc. For everyone, paid worker or volunteer, the great talent is the ability to listen.

Mrs. Edward M. Bernstein, Coordinator, Friends of the Juvenile Court, Washington, D.C.—At the moment, our local government (Congress) seems to be particularly concerned with expanding the police force, as a response to crime. However, many thoughtful citizens want to approach this problem by rehabilitating youngsters before they become habitual offenders. The "Friends" are one of many programs which give volunteers the opportunity to do this in Washington, D.C.

All our volunteers are women, referred to us by women's social clubs, the Junior League, the National Council of Negro Women, etc. We've tried to maintain a racial balance among our volunteers, but have not had as much success as we would have wished. (*Editor's Note.*—About 80–90 percent of their court's probationers are Negro.) We haven't yet solicited men's groups for volunteers, partly because the case aide job category for them has not yet been cleared by the probation division of the court. We hope to find some suggestions at this conference for the recruitment and screening problems of our expanding program.

We think we can find the volunteer talent, but we must learn to channel it properly. Even now, the variety of our volunteer job slots makes it possible to utilize almost everyone who volunteers. Often the background and previous experience of the volunteer has been put to creative use in developing new projects; for example, the school liaison program used a chairman who had done similar work elsewhere.

We're growing, having jumped from 30 to 100 volunteers in the last 5 months. The chief judge is going to expand the probation aide volunteer program as quickly as aides can be recruited.

The Junior League of Washington has given us a grant to hire a full-time paid professional volunteer coordinator, and we believe this will help a great deal in solving some of our problems.

Mr. Robert Trujillo, Director of Probation Services, Denver County Court, Denver, Colo.—The corrections profession has had a long infancy. The fact that we have even become concerned with the difference between the professional versus the volunteer is testimony to our lack of maturity and sophistication. Our court sees no role conflict, but rather two different functions: a professional function and the volunteer function. Perhaps this is because we had a rather different beginning; there were essentially no probation services prior to our Volunteer Probation Counselor programs—the alternatives were only fine or jail. From the beginning, our probation program centered on volunteers as an important part of our team. This is recognized in a number of ways; for example, volunteers have lapel pins designating them as court volunteer probation counselors; they are sworn in to the service of the county court in a formal induction ceremony; and they can get assistance at any time from regular staff. However, we don't enter the picture unless they request it.

Recruiting, screening and placement are the key to effectiveness in the use of volunteers. *Recruiting* is difficult in a metropolitan area like Denver. Bringing recruiting solicitation to the public and disseminating information effectively, is a complex task. Generally, we have used a selective-saturation, mass media approach aiming at representation of four major groups; Organized labor; church groups; professional groups; and service organizations. We think this has been effective since we've been achieving or exceeding our quota of 50 new volunteers per month. The actively participating volunteer counselor is also a most convincing advocate of our program with prospective volunteers.

Depth of *screening* should only be governed by practical limitations, and it is already assisted by selective recruitment. As for *placement*, each of our volunteers is assigned a probationer, over a probation period of 1 year, occasionally less. Matching the volunteer to the probationer is a highly sensitive situation. We try to match our volunteer's strength with the probationer's weakness, as revealed by psychological testing of probationers in our diagnostic clinic.

We began our program in July 1966. A grant from the U.S. Office of Law Enforcement Assistance allowed us to concentrate on *training* volunteers under a contract with the University of Denver School of Social Work. Our three-evening program trains 50 new volunteers a month and 350 Volunteer Probation Counselors have been through it so far. This is our main volunteer program, but we also have six VISTA volunteers and two Neighborhood Youth Corps clerical helpers.

Mr. Charles Cameron, Assistant Juvenile Officer, Boulder County Juvenile Court, Boulder, Colo.—So far we've heard about the problems in the big metropolitan areas; now let's talk about the nonurban, rural population. Social deviance is on the increase here, just as in larger urban centers.

Besides dealing with the city of Boulder, this court is concerned with several smaller, satellite, rural-oriented towns. In smaller towns, the volunteer program director has to make himself conversant with the special needs and poblems of the community, so he can talk with the mayor, the chief of police, the council members. For example, in a small town there is always a core of people with prejudices against a minority group, etc. You have to know these, and you have to know the government and city officials; you have to be able to talk with them abut the things you are trying to do so they don't get suspicious. Similarly with the schools, you have to know the administrators and their interests.

Smaller towns are special, particularly in *recruiting* volunteers. Everyone seems to know each other; therefore, the most effective means of gaining acceptance and recruiting more volunteers is person-to-person communication. You have to keep your projects constantly in the public eye by making speeches at the various church groups, men's and women's clubs, the League of Women Voters, etc. Often these resources go untapped; yet they are vital. Coverage in the news media—TV, radio, newspapers—is also important. So is social status, for the volunteer is a window on the agency he represents. People form opinions about your program according to what they think about your volunteers, their community status, and their performance.

Screening and placement are tied together. Once you screen someone in a small town, you have already placed him.

In summary, our experience suggests that you *start small.* Put the original volunteers who come to you through the mill, as it were; really test them. Those who survive will be your nucleus; let them help you recruit, screen, and place subsequent volunteers.

Mrs. Anna Mae Earles, Supervisor of Volunteer Services, Children's Division, Cook County Department of Public Aid, Chicago, Ill.—Our agency provides foster care for more than 5,000 children in Cook County (Chicago), Ill. Since we don't deal with the delinquent child, I wondered at first about the appropriateness of my participating in this conference. However, I now see the similarity of the techniques used, and the sharing of concerns for the most effective ways of using the reservoir of manpower available, which we so sorely need.

I would emphasize the importance of sound structural planning of your volunteer services program.

As for *recruiting,* the person selling a volunteer program must himself believe fundamentally in it, and he must be enthusiastic. You only get good volunteer material proportionate to the degree you believe in the product you are selling. As for *screening and placement,* let us be certain that we give the volunteer a meaningful assignment.

First Discussant: Mr. Gerald Jacobson, Assistant Director, Lane County Juvenile Department, Eugene, Oreg.—Who will do the recruiting; the volunteer coordinator, the staff administrator, etc.? In recruiting, as in other phases of volunteer programing, a key principle is to plan beforehand. Think ahead; know whether you want 10 or 100 volunteers in your programs. Don't recruit and select 10 volunteers for two openings, for this is the quickest way to kill volunteerism. You should also be clear beforehand, exactly what variety of jobs are available to be filled by volunteers. Have your job descriptions ready. Recruit and select only to your needs.

Second Discussant: Mr. Leonard Barron, Director, Colorado Clearing House, University of Colorado, Boulder, Colo.—The question is not so much *are* you going to use volunteers, but *how* are you going to use them. How can you get good ones in the first place; how can you keep them thereafter. It's not automatic; a great many volunteer programs throughout the country have been dismal failures with very high dropout rates.

Perhaps we should seek the volunteer who recognizes that *he* is going to benefit from a new relationship. Rather than saying "do something for us," we should say "do something for yourself, you will get a chance to understand how good you are by helping another person to realize how good he is." I think if a volunteer comes into a situation with the thought that he is only going to do something nice for someone else, his sense of commitment and staying power are minimal; the relationship is less honest.

From the floor: In our program, we set the stage. If the volunteer is willing and able to undertake the responsibility, the training, the schedules, the demands, we can use him. After he has gone through our recruiting, orientation, training assignment, he really feels worthwhile (because the trouble we take with this tells him how important he is to us).

Session 7.—Orientation, Training, and Support of Volunteers

Moderator: Judge Wilfred W. Nuernberger, Lancaster County Court, Lincoln, Nebr.

Dr. Gordon Barker, Colorado University, Department of Sociology and Boulder County Juvenile Delinquency Project, Boulder, Colo.— Orientation, training and support of volunteers are crucial to volunteerism. They are also part of a single process and lead us back to an even earlier question: why do people volunteer in the first place? Thus, do volunteers (at least initially) really wish to support the functions of the official organization recruiting them? A sociologist analyzing volunteers in a noncourt organization, concluded that nearly half of the volunteers were "joiners," for reasons irrelevant to the purposes of the organization. If he is correct, volunteers should receive exacting training in the purposes of the organization and specific indoctrination in its philosophy.

There are probably two main types of volunteer probation jobs: (1) administrative, and (2) service, particularly on a one-to-one basis with offenders. The use of volunteers in institutions is also a field with great possibilities, though great insight and skill is required in this work.

As for probation service volunteers, young women should work with female probationers, and perhaps on occasion with younger boys. In general, persons not too far from the peer group, such as college students, work best with juveniles.

Volunteers should be very carefully screened; they should be strong, supportive, and hopefully with very few problems of their own. If they use opportunities in the program to compensate for their own personality deficiencies, they shouldn't work directly with probationers, but might be effective in administrative volunteer work. However, such insecure people are less apt to contribute their services in the first place, and this may account for the lower socioeconomic class heretofore being absent in volunteerism. This may be changing; some lower class people, including postdelinquents, have been working in crime prevention organizations recently, e.g., in Watts and the Lower East Side of New York.

Regarding *support* for the volunteer, there is always his own incentive in volunteering, and this inner drive itself is sometimes, for some, sufficient reward. But there should be additional support, too. We know that the mortality rate among VISTA and Peace Corps volunteers is unusually high, and often this is due to the frustration felt by the volunteer in working with the professional. Perhaps the professional does feel threatened and so does not work easily with the volunteer. To counteract this frustration felt by the volunteer, there should be frequent discussion periods with him, to show he is valued. It is of some interest to note that many former volunteers have become professional careerists in corrections.

Prof. James D. Jorgensen, University of Denver, Graduate School of Social Work, Denver, Colo.

Roles and Relationships.—Our volunteer program and our Department of Court Services were born at the same time (and this probably has something to do with how we feel about the role of the volunteer).

A previous speaker said that volunteers may sometimes upset him but they also make him think and take action. I think perhaps this is what has been happening. There has been some conflict, but some good change has come of it. This is one way of looking at the conflict or clash between professional and nonprofessional (I don't like the word "versus").

As for any distinction in volunteer and professional roles; for many years, the probation officer has spent a great deal of time doing presentence work, providing material for the judge to decide who goes on probation. It would seem natural for the professional probation officer to go on in this diagnostic area in which he has perhaps the greatest skill, while the volunteer takes over the area of probationer supervision, in which, I think, he has demonstrated he can function.

Training depends on whom you get for training. The volunteers themselves ask if they have been checked through police files * * * there might be some "kookie" types among us. We've said that if we are going to be truly experimental, we will have to find out if kookie people can help kookie people, and maybe some volunteers like this are going to get into the program. We do not have the machinery to sort them out and our volunteers have been surprised at this. One thing we are sure of, our volunteers tend to be professional-type people with at least bachelors degrees—social workers, psychologists, and attorneys are the largest single groups. Up to this point, our program has not been geared for any significant proportion of lower socioeconomic groups, nor have we had them.

We feel training is important if for no other reason than to separate out less motivated people. Each month, about 70 volunteers say they're coming to our training sessions, but only 55–65 usually show up.

Next week we're starting our 11th monthly class for volunteer recruits. The curriculum is spread over three evening sessions at the University of Denver Law School, near the court. The first session includes orientation to court philosophy by a judge, general description of personality disorder, and description of typical misdemeanant offenders. The second session concentrates on principles of counseling the misdemeanant, and the third session features role playing, in which the judge plays the judge, I play a 35-year-old drunk, and a volunteer plays a counselor. The class then writes a critique on the role playing. We find this session helps to sensitize the volunteer and break down any fears they may have about that first meeting with their probationer.

There is an inclination for the class to ask "what do you do when * * *?" and we are careful not to provide conventional answers. The temptation is to start teaching some of the traditional casework principles which have failed for so long in work with delinquents. We continually struggle against the trainees' inclination to want something conventional; instead, we want to keep nonconventional and experimental, avoiding what is no more than a condensed course for regular probation officers. An example is the clinical-pathological orientation in work with a probationer. Most volunteers don't have it when they come to us, but they seem to want to get clinically oriented during the training. One of our problems is to discourage them from doing so.

Mrs. Anna Mae Earles, Supervisor of Volunteer Services, Children's Division, Cook County Department of Public Aid, Chicago, Ill.—Our Children's Division covers *orientation* in two full-day sessions while our Public Assistance Division combines orientation and training in six half-day sessions over a 6 week period.

Some people feel that training is a good screening device; if the volunteer sustains orientation after 6 weeks, he must be really interested. But I think he can be discouraged by training, too, discouraged by spending that much time in it without really doing anything, (also because the material is inappropriate or poorly presented).

Orientation has been described as a process of getting one's bearings, of understanding one's situation, finding out the actual facts or conditions and putting oneself in the right relation to them. It is important that the orientation course for volunteers be carefully planned by the orientation supervisor and staff. The volunteer, like regular staff, must be provided with knowledge that will ensure his understanding of his role, his assignment, and the setting in which he will work.

There are certain guidelines we follow in designing orientation and training. First of all, give the volunteer adequate background, but do not over burden him with unnecessary information, (including certain professional skills and attitudes). We are not trying to develop trained professional workers out of volunteers. Rather, we want the volunteer to retain his freshness, imagination, and creativity, his willingness to venture something different. Flexibility is another thing to remember. Our volunteers are recruited from diverse backgrounds with various levels of academic training and experience. We need to be flexible in adapting our presentation to the needs of this mixed group. We have to avoid regimentation of the curriculum. Finally, we should get feedback on our orientation. We should try to learn from the volunteer how he feels about the material we are giving him, and we can continue this exploration after the volunteer has worked awhile, so that after his working experience, he can tell us what he feels was missing from his training.

We have also used the established volunteer as a teacher in the orientation sessions, giving his views of the frustrations that will be met, etc. We also use audiovisual aids. There are many good films that tell our story much better than we can, and they provide variety in the orientation sessions.

The degree of *on-the-job training and supervision* will vary with the nature and complexity of the task assigned, the experience and qualifications of the volunteer. The effectiveness of the volunteer's performance will, in large measure, be determined by staff investment of time and thoughtful planning in his training and supervision. The supervisor should arrange for a regular conference period with the volunteer, and further training can be provided through field trips with experienced workers.

As for *support* of volunteers, much can be done. They can receive recognition for their services, by way of personal verbal appreciation which stresses the importance of the work they do; by written approval; perhaps by remembering their birthday and Christmas; or by newspaper articles. We also have the Volunteer of the Year award in Chicago, and here we put forward the names of our outstanding volunteers. In general, it is important for the volunteer to know you trust and respect him. For example, we share confidential case material with our volunteers, letting them know we do this in order to help them work with the child, particularly in a one-to-one situation. I think we can find volunteers who are equally as responsible as professionals, with the same regard for human dignity and confidentiality of material.

There are certain things the volunteer can bring to us. As social workers, we talk of belief in the innate dignity of the individual. We get upset sometimes when we don't have money enough to meet our clients' needs, and we project the blame on someone else. But in volunteers, an opportunity is given us to make use of new resources, the resources volunteers can contribute, in terms of good public relations, in terms of helping us sell our programs, in terms of providing certain kinds of service programs which would not be possible without volunteers. For instance, our agency has a "spotlight on talent" program in which we feature and reward children who have outstanding ability in music, art, or science. These programs are manned by volunteers and are financed voluntarily by organizations and individuals in the community whose aid we have been able to develop. Generally, we have worked through our volunteers to explore educational and vocational resources, local and national, and to assist children in economically deprived areas.

Session 8.—General Management of Volunteer Programs, I: Accountability, Communication, and Records; Evaluating the Volunteer

Moderator: Judge Montague Hunt, Municipal Court, Ferndale, Mich.

Ferndale is a community of 30,000, just outside Detroit. We have 72 young adult probationers and 80 volunteers to work with them. I'm thinking of expanding the type of volunteers, by getting some VISTA people and graduate students.

Related to the kind of problem high on our priority list is Boulder's Attention Home (community and volunteer-supported group foster home for probationers).

Mr. Gerald Jacobson, Assistant Director and Volunteer Coordinator, Lane County Juvenile Department, Eugene, Oreg.—I have seen volunteer programs at their best and at their worst, and I have been part of both as participant and as a leader. I am going to take a hardheaded approach, forget the hearts and flowers and look at the dollars and cents of business and communication. I'll use some of the material we have developed in the behavioral sciences, but more particularly in business and industry. I argue with my own social work colleagues that when talking to our budget boards about providing services, we have got to talk and think in hardheaded terms—what it costs, how efficient we are—in addition to the good things we want to do for people.

The management of a successful volunteer program parallels the management of a successful business enterprise. It must have a guiding philosophy, sound executive leadership, a functional administrative structure, efficient operational policies and procedures, high standards of performance with means for evaluating them, and most important, competent (volunteer) personnel.

As for *guiding philosophy,* the administration should be committed to the value of the volunteer program. It should have a high regard for volunteers as human beings and members of the service staff. Volunteers should be considered an integral part of the agency, partners with the professional staff, an important part of the team, not just something we tack on.

Professional leadership is essential to help volunteers maximize their services to the clients. Hopefully, the professional understands probationers diagnostically and treatment-wise, and even though the volunteer might be involved in a different type of treatment, relationship or special activity, the professional should be able to direct and guide him in maximizing his unique talents for working with the client.

Administering volunteer programs requires specialized experience, skills, and knowledge. It is a specialized body of knowledge with unique applications, just as social work itself is, but drawing upon many other areas, too, such as business and the behavioral sciences. Volunteers are too important to be wasted, and a supervisor is not necessarily equipped to deal with them by virtue of social work or other professional training. Rather, professional staff must be taught how to use volunteer services effectively. Thus, the motivations and needs of volunteers for security, recognition, and stimulation, must be understood and met appropriately.

By *functional administrative structure,* I mean first of all that there should be at least one professional staff member in the coordination and administration of volunteer services. The administrative structure should be flexibly adapted to the unique needs of the volunteer program in terms of the number of volunteers, the size, number, and variety of the volunteer activities. No one kind of organizational system will solve all problems; we must tailor the system to each agency and its programs. But any system should have a functional division of labor and delegation of responsibility, and a clear delineation of roles to provide effective supervision and channels of communication, specifying who is responsible to whom. Also, volunteer leadership should be cultivated and involved on a policymaking level, as it relates to administration of volunteer services.

We should pay as much attention to *efficient operational policies and procedures* for volunteer programs, as we do to policies and procedures in the rest of the agency. But volunteer program policies and procedures must be consonant with the basic policies and philosophy of the agency itself. One important operational policy area is the contract for accountability, the moral and ethical agreement we make with our volunteers. This may not be in writing, but it should at least be verbal, and it should include: (1) The term of service. Is the volunteer committing himself forever, for a year? What is the minimum term of service? (2) What commitment of hours does the agency expect? (3) What are the ground rules for expectancy in responsibility, the "thou shalt" and "thou shalt not" that you feel are important enough to stress with him? (4) Confidentiality. What are the rules and what does violation of these rules mean so far as the volunteer is concerned?

We must have records and statistics appropriate to provide objective data for *evaluation,* not only for individual volunteers but for entire programs. The volunteer's work must be treated as an important and necessary job, in which, therefore he is expected to perform seriously and satisfactorily, up to the agency's standards. Volunteers who are remiss in their duties should be confronted and helped to correct their mistakes by the volunteer chairman or by their staff supervisor. Serious or repeated violations of performance, such as breaches of confidentiality, should result in dismissal from the volunteer program.

Professional staff should be involved in recruiting, screening, and orienting candidates, to insure that *competent volunteer personnel* are brought into the program. Job assignments and responsibility for specialized training, should be shared between the professional staff and volunteer administrators.

Developing an effective volunteer program is like building a successful business. It takes a sufficient investment of time, money, and energy to produce a good return.

Mr. George Taylor, Juvenile Officer, Boulder County Juvenile Court, Boulder, Colo.—Good *selection* procedures are one key to volunteer program growth. As of 3 years ago, our department was run on traditional lines, with the exception of a few University of Colorado student volunteers as Assistant Probation Officers. A minor publicity campaign by word-of-mouth, and a series of local newspaper articles, yielded a barrage of inquiries from prospective volunteers in the community. Our problem was, therefore, not so much recruiting as selection among an ample supply of volunteer applicants.

Until the volunteer becomes thoroughly familiar with his new *role commitment,* there must be constant redefining of situations and responsibilities, worked out in face-to-face contacts with staff. Once this situation is spelled out, once both the volunteer and child are accustomed to the court's expectations, then and only then can the frequency of communication with the staff person be lessened.

As for *accountability,* the volunteer is asked to complete a contact sheet and return it to his supervisor, each time he meets with the child. This is invaluable to the probation officer for his information, and it helps him work out realistic goals for the probationer.

Mr. Orson Clark, Associate Administrator of Volunteer Programs, Royal Oak, Mich.—We handle young adult misdemeanant offenders, primarily in the 17–21 year range. I administer our *volunteer sponsor* program which assigns volunteers one-to-one with probationers. Our selection of volunteer sponsors is primarily by suggestion from court staff, and we have used some 500 of them.

In our *work detail program,* some of those who come before the judge are given the option to petition for working for the city Saturdays over some 2 months, as an alternative to fine or jail. If the work detail is granted and the offender completes it satisfactorily, he does not have a police record. However, a second offender is not eligible to apply for this program.

(Mr. Clark also had some reflections on what the term "quasi-volunteer" means, if anything. The editor's understanding of the gist of this is that a better term might be found to describe the partly paid person who voluntarily works full time for a court, at, say, $1,500 a year.)

Mrs. Eva Scott, Voluntary Services Officer, Junior Village, Washington, D.C.—The people who are serving as staff and volunteers, have been unable to find the answers yet. We are still seeking. In all the things we do, writing books, research, setting up courses, in all of this I think there is a subtle thread of discrimination. We are saying that youth are a different breed of people over there; they need help and education; they are different from us. But what about the strengths of the people we serve? What does it take to live in a ghetto, to experience illegitimacy, desertion, and a high incidence of health problems?

Another kind of gap sometimes occurs, between volunteers and regular staff. I have heard of cases in agencies using volunteers, where some staff may come to a supervisor and say: "These volunteers come from their suburbs where I can't live, and for 2 hours they hug and take care of Negro children. Then they go back home and their own children are not involved. They and their children are isolated from the city and its problems, its ghettos, its crime, so what in the world do those 2 hours really mean? Are they saying, pardon me for being white?" Such questions must be handled quietly and subtly, but they are there and not talked about too much. These unspoken things get into relationships, and handling them takes a great deal of knowledge, intuition, and willingness to change.

As for evaluating volunteers, we can turn it around and say that staff are defensive because volunteers evaluate them.

Mr. John Rosica, Assistant Director, Juvenile Division, County Court of Philadelphia, Pa.—Our use of volunteers began in 1960 when five or six women came to us and proposed to assist in a volunteer capacity, helping us rehabilitate delinquent girls. This was something unusual, but we explored the situation, and these women became the nucleus of what has expanded into a service of great importance to the court. Some current volunteer services include manning the nursery in the study center while parents visit their child, and conducting classes in sewing, knitting, grooming, in our overcrowded girls' detention home. Still in its infancy is a program manned by young attorneys who act in a "Big Brother" type role. We also have a program where long-term detention boys are able to spend weekends in a rural setting.

Session 9.—General Management of Volunteer Programs, II: Relations Between Volunteers and Regular Paid Staff; Roles and Responsibilities, etc.

Moderator: Judge Keith J. Leenhouts, Municipal Court, Royal Oak, Mich.

Mrs. Mary Osterberg, Juvenile Officer, Boulder, Colo.—I have noticed that the courts who mention volunteer program successes are courts where the program is long standing, the roles well defined and structured. The volunteer knows exactly what he's expected to do, what his limitations are, and where his powers end.

I think much has yet to be understood about the *role of the woman volunteer.* One can learn something about this from the role of the woman professional, for the two are linked as the question of the role of women-in-general in corrections. The male role seems to be quite well defined as a rather strong paternal authority figure, but people may react with uncertainty or dismay to a woman. She would make a miserable father, and she doesn't want to be mother to all the world, but she frequently has the role qualities of a parent attributed to her by juveniles. What then is she? A social worker? A psychologist? How do these fit with the fact that she is always an officer of the court. At times, all these roles are difficult to harmonize.

I have been pleased to hear from other courts that their volunteers appear to be very serious in their purpose. But we know that some volunteers get bored, angry and frustrated in their work. I think one reason lies in the relation between *freedom and structure in role.*

Almost unanimously volunteers ask for more structure, but at the same time they like their freedom to act and create their own roles and functions. Some volunteers come in believing they have almost unlimited freedom of this type, and for quite a while, until someone spells it out for them, they don't fully realize they're locked into a fairly rigid court structure and hierarchy, with legal and other limitations. If this had been outlined to them at first, they would have had an opportunity to accept or reject this work structure. When they find it out later, some experience anger.

We have 38 college student *Assistant Probation Officers.* There are many advantages to using them although we have some difficulty about their reporting to the court. They tend to be more oriented towards their college. We also have *Deputy Probation Officers* who are women from the community, with no similar conflict of interest if you spell out just what you want them to do. They are very eager to do what you require when you tell them.

Mrs. Ruth Wedden, Director, Volunteer Services, Dade County Juvenile Court, Miami, Fla.—We have a large juvenile detention home with 150–200 children. Volunteers provide everything for them except food, shelter, and medical services, for example arts and crafts classes and tutoring. We also have many services voluntarily rendered by organizations. For example, in an emergency, the Society of St. Vincent de Paul will provide transportation for any transient child, back to his home town.

Our children enter all possible art and writing competitions, etc. This has the added advantage of keeping the community aware of our programs, and publicity is most valuable to us. When the news media take notice of the volunteer, I try to get their picture in the paper, and this gives the volunteer a sense of recognition and reward.

Mr. Jewel Goddard, Director, Lane County Juvenile Department, Eugene, Oreg.—My colleague, Mr. Jacobson, takes care of crucial things like organizational structure, logical relationships, coordination and lines of communication. I am going to talk about the human relations aspect of our program.

Social equality seems to be a basic concept in working with staff, volunteers, and the people we try to help. Even that word "help" is a giveaway; it suggests attitudes based on the inferior-superior relation. Things are changing so rapidly, today. What are kids really like, what do they value? Do we often punish them because we don't value their individuality, their creativity, the different ways they express themselves? Are we setting ourselves up as an unreasonable authority? I think we are putting kids down—to make ourselves feel superior. Parents do it to their children, and courts do it to their clients. As for courts, there is some logical reason to have someone up there as coordinator, but when he is looking down on a person and not treating everyone that comes before the court as a social equal, then he is violating some of the basic concepts upon which our whole social system is built, and is developing. We feel good ourselves only if we feel superior to someone else. We cannot allow differences; we are so caught up with conformity in this country that if boys let their hair grow, some courts will demand that they cut it off; some probation officers and even volunteers complain about that.

So it is sometimes with our own professionals: I am better than thou because I have credentials. We project the right to be authoritarian and court staffs have this built in more than anyone else because of court traditions. Consider all this in the light of staff's relation to volunteers. I am not saying you should have a laissez faire program in which you allow the volunteer to take off on his own. To be sure, he should be given responsibility and authority, but he should nevertheless get feed-back from staff and supervisors. (But this is not one-way feedback.) If we as supervisors can see ourselves as a reasonable, logical authority, then we can allow ourselves to be challenged. This is healthy. Your staff should be able to challenge you at any time; it is good for you and it is good for them. When volunteers come into the system, we should be ready for them to start challenging us. If they are more logical and reasonable than we are, then the chances are we are going to end with a better program than we started with. The relationship shifts from being one of professional and volunteers, to a group sitting around a table as equals, each with something different to offer.

All this is not to say that power can't be used benevolently. One of our latest projects is a volunteer power group which was selected because they have influence in the community. It is taking on a community institution, with success I've never had, trying it alone.

Reverberations of the social equality theme extend even to the predominantly middle class affiliation of the typical volunteer. I think we can open up the system just a little more to people who have seen life in an altogether different way from us, and have had experiences that have taught them lessons we have never had and never will have. Yet, we have in the main failed to go beyond the middle class volunteer. We do not reach out enough in the working class to find out what they might contribute. It may well be that some of these people are the ones that can contribute most, out of resources the middle class do not have. For example, the garage mechanic can fix a car and can work with boys in this capacity.

Another theme I would like to stress is *community tolerance* of children. I'm not sure that the treatment of children, singly or in groups, is more important than helping the community to live with children that are difficult, kids with miniskirts and long hair, whose misdeeds many of us did ourselves as children. Volunteers have been seeing our children and perhaps are thinking they are not all sick kids. Maybe these volunteers can help us in the job of teaching community tolerance.

I think there is something wrong with a system that sends one of every five boys to court. We have disengaged ourselves from children; teachers disengage with them also and send them to the vice principal if they get difficult in class. Again, the police-child relationship is more impersonal now. The policeman used to be on the beat; now he is in a car, and ships the youngster off to court if he makes any trouble. The whole system militates against really engaging with youngsters. Parents have a tough time really engaging their children, too; they are a little lost themselves. As a result of all this, kids are pushed farther away; then we want to punish them for being farther away. Perhaps we can be the agents who can teach others and the community to hang on and perhaps change the system so that kids can live in it more comfortably.

Judge J. Moritz Grolimund, Municipal Court, Elkhart, Ind. When we started our program we received more cooperation from Federal Parole and Probation than from local Superior and Juvenile Courts who seemed to think of us more in the light of "do-gooders." But after 3 years they are paying us more attention and giving us more help and cooperation.

We have had some difficulty with definition of roles, in trying to remain in our own slots. We began with volunteers only, and the volunteers themselves still administer volunteer programs. We have no professionals heading it, but we have some professionals visiting.

We encourage the volunteer and his probationer to meet in the court on Saturday morning so that we can be on hand to answer any questions. At first we discouraged the probationer and volunteer from mixing socially, but now we feel more interaction should take place between the probationer and the volunteer's own family.

Some discussion points: We've heard a lot about what volunteers are doing for the court; what about what the court is doing for volunteers? (Examples of volunteers becoming encouraged to take professional training, or go on to further paid work in corrections or allied fields.)

As far as roles are concerned, in Denver Juvenile Court, we would like to expect the same standards of performance from volunteers as we get from our professional staff.

Session 10.—Impact of Volunteer Programs on Juvenile and Young Adult Probationers, on Court and Community

Moderator: Mrs. Marleen Martin, Boulder Volunteer and Volunteer Area Chairman, Boulder, Colo.

Mr. Thomas Koschtial, Chief Counselor and Research Director, Royal Oak, Mich.—The probationer usually has had a life of failure and his early life models are frequently based on failure, too. If he can look at the volunteer as a successful person, hopefully he will learn by identifying with this successful person and he will emulate him. In this way, treatment of the young offender is a *learning process.* The earlier he learns, the better; but young adults can still learn.

Our recidivism pecentages have been going down fom 20 to 10 percent repeaters. Rates are not even very high for our more distubed cases who are handled exclusively by psychologists (volunteer or partly paid). I think this is due to the intensification of our (volunteer) programs.

As for personality and other changes, our research is not yet complete, but so far we have found that shifts and changes in personality pattern occur in 16 out of 18 probationers, when tested on the Minnesota Multiphasic Personality Inventory before and after programs.

Our volunteers help with routine paperwork and in time-consuming but important presentence investigations, but we use them mainly in one-to-one assignments. Impact on the volunteer here, is suggested by the positive experiences they have in working with probationers. Even our senior citizens tell us they are still learning and adjusting in terms of their volunteer experiences. One way these volunteers react is by becoming excellent recruiting agents and public relations men for us.

Introduction of volunteer programs affects the court in several ways. The judge and his staff mature as they learn what volunteers can do, and through volunteers, how to use community agency resources successfully; for example, the Division of Vocational Rehabilitation. This learning, too, is important.

As for impact on citizens, a volunteer program increases citizen awareness of what goes on in the court, its real function and its role in rehabilitation. This involvement increases their sense of responsibility to their city government, in the spirit of: "Don't ask what your country can do for you; ask what you can do for your country" * * * which can also work on the State and city level.

Professionals and volunteers can work together. The professional must give the volunteer credit, and the volunteer must not be nervous about not doing as good a job as the professional, etc.

Judge William H. Burnett, Denver County Court, Denver, Colo.—We must be careful that our strong hope for impact doesn't color the actual situation, and confuse realism with wishful thinking. This is especially so, because there is a sort of evangelism that seems to grow out of volunteer programs.

The broadest impact of volunteer programs is in the field of corrections itself. First, of all, volunteer programs have shifted us more toward positive probation, and away from penalty-type probation. We're saying more, "you *will* do this" (e.g., graduate from high school), rather than "you *won't* do this" (e.g., associate with known criminals). I think, too, that volunteer programs tend to equalize judge's sentences for similar crimes (since probation-resource services are more likely to be generally available).

Secondly, volunteer programs are in the innovationist trend in corrections, versus the conservative, and this is the real conflict in corrections, not professionalism vs. nonprofessionalism. Recent attacks on conventionalism are threatening to some, to be sure; they're actually saying "we're here because you aren't doing too good a job."

As for impact on community groups, volunteer programs offer a constructive personal challenge to people who write letters to the editor criticizing the court for not coping with crime. As volunteers, they would perhaps be less critical of the court's position.

A big thing in volunteer programs is building bridges across socioeconomic groups, joining the hands of the adequate and the inadequate. This may be one of the few places in our society where we are trying this. Probationers tend to be of the lower socioeconomic group, from core city areas, people who've never had a close relationship with a single reliable person. With these people, volunteer programs match the higher socioeconomic class people from suburbia: well-motivated, more educated, competent, capable, adequate. They can serve as positive models for the probationer, for in a sense we are all what we are because of the models we have accepted.

Nationally, the volunteer movement is still a flyspeck. If we're ever to solve the basic criminal and social problems of this country, we're going to have to do much more to mobilize these middle-class resources, and join their hands to probationers.

Mr. William Janike, Probation Officer, Lincoln, Nebr.—One of our programs assigns university students one-to-one with boys on probation or on other court supervision. The volunteer commits himself to the program for 9 months, at least once a week for an hour, and some of these volunteers continue working with the boys even after they go off probation. Through the YWCA, we have a similar program where girls work with female probationers.

As for impact, 12 of the 14 boys in the program last year have stayed out of difficulty. The boys themselves say that this program is beneficial; they feel that their volunteers are consistently "for them." However, we did have a case of negative impact. The volunteer made an appointment with the juvenile to meet him downtown after school and then didn't show up. That same night the juvenile was picked up for shoplifting.

I am sure volunteers will continue to have an impact on juveniles and the community, if participants in the programs do everything they can to help the juveniles they'll be working with.

Mrs. Lawrence Lesser, Coordinator of Volunteer Programs, Friends of the Juvenile Court, Washington, D.C.—In Washington, there are 15 Negro applicants for every low-level job available to them. This results in real hardship, hunger, and desperation, and a rather bad crime situation. For juvenile delinquents of 15 to 18 years—one of the worst crime levels—the rate of recidivism is over 60 percent, and we're very concerned about it.

There isn't enough money budgeted for probation officers, so we've tried to step in and help. So far, most of our programs have been designed to alleviate the more routine burdens on probation officers. For example, a number of retired women lawyers draft petitions for the court, and another group of women call the schools to obtain information on children for the intake officers. We've found difficulty in arranging for volunteers to work directly with probationers as probation aides. One reason is that these must necessarily be women who are not working, in order for them to come in during working hours to confer with the regular probation officer. But we would like to start assigning probation aides to juveniles between the time they are picked up and their original hearing, often a period of 2 or 3 months.

Our volunteer group was started rather haphazardly and has gone through periods of disorganization at times since then. It has helped that we now have office space right at the court, and we're hoping to get money for a full-time paid director of volunteers.

Discussant reactions: Dr. John Martin, Department of Sociology, Fordham University, New York, N.Y.—Program evaluation should be given the closest attention, including impact on judges, probation staff, and the community, as well as on probationers.

The recidivism criterion is not enough. It's a very tricky business, and no one in the history of criminology has been able to demonstrate that their program has reduced recidivism rates.

As for joining hands across cultural barriers, when the volunteer and the court meet the probationer, the court says: "Look at the volunteer; he has made it, so be like him." But if the *opportunities* are not open to the probationer, if he lives on the wrong side of town, if he is the "wrong" color, how can he be like the volunteer? He is going to find it impossible to follow totally the volunteer's personal exeryday examples .If he has the model but not the opportunity, what are we doing to this juvenile? (Possibly, some harm.) We ought to be concerned about this. I think the probationer should be free to reject this relationship if he wishes, with no negative consequences. (Ensuing discussion produced lively interchange on the pros and cons of "joining hands"; yet resolution of the issue or significant compromise on it did not appear to emerge.)

Session 11.—Where Do We Go From Here?

Editor's Note.—Little structure was intended for this final half-day session, beyond giving delegates the widest opportunity to address issues involving the future of the court volunteer movement.

Moderator: Judge Horace B. Holmes, Boulder District Court, Juvenile Division, Boulder Colo.

Dr. John Martin, Department of Sociology, Fordham University, New York City.—I am struck by two concepts. Firstly, the concept of judges as community agents. To me that is rather new and different. I would like to add to it the complementary concept of the *Court as an institution in the role of community agent*, not necessarily in the social work sense, but in a sense that we perhaps haven't been able to conceptualize fully as yet.

Within that context, I think that volunteerism has many of the elements of what the social scientists call a social movement. It certainly has a deep emotional commitment from many of its participants. This kind of commitment and this kind of entity, a social movement, gives it its viability. I won't talk of some of the negative consequences of social movements, I'll talk of the potential they have for driving an idea forward. When one looks at volunteerism as a social movement, two areas take on special interest.

First, in respect to greater definition of volunteer roles, we have discussed most centrally the role of the *volunteer as a sponsor,* a friend, or counselor to the probationer. I think it is a very important role, in terms of attracting new recruits to the social movement of volunteerism. I think the volunteer role of sponsor is very much "in", and will always be so in the volunteer movement.

We have also implied another volunteer role: the mediator who stands between the offender, perhaps also his family and the group he comes from, and the rest of society. Sometimes the volunteer mediator is the probationer's advocate, sometimes simply the person who facilitates his entrance into structures that are otherwise closed to him, in occupation, education, and the like. *The volunteer as mediator* can develop new and perhaps even untapped resources for taking care of these people. By extension, the volunteer is a participant in broad action aimed at the readjustment of institutional dislocation in the community, in such areas as education, police, welfare, housing, unionism, and employment.

If you link the collective action notion that is around us in our society today, to the inherent power that I sense, feel, and see in the court, especially the juvenile court, a power in the law but as yet unexercised, then volunteerism doesn't only become a social movement, it becomes a judicial and legal movement connected to collective action as well as the other two roles.

A second area I want to discuss, is bridging the gap between courts and the community. First of all, I would advocate that you do your best to learn the needs and problems of your community, then build a political constituency for the court, across social class, ethnic, and racial lines, so that you pull into the constituency not only the "have's" but also the "have nots" who are often the receivers of court and correctional care. Get this constituency going so that what you want to do is politically feasible to do, because the people will back it. A third bridging is making the judicial and correctional process more open, more visible, and more subject to public review, scrutiny, and support. Volunteerism fits in here as a way of introducing the citizen to the court.

Dr. Leonard Rosengarten, Director, Juvenile Division, County Court of Philadelphia, Pa.—I've never really encountered the "ill at easeness" of the volunteer as he relates to the professional and vice versa. I think we've magnified the controversy at this conference, although to be sure, it sometimes distresses the volunteer. But in the main, volunteerism will thrive in a court where professionalism thrives. The relation should be partnership in which the role of each is defined.

Our insistence on the need for professionalism in corrections seems to have come mostly from professionals in other fields. Yet we ourselves have permitted a professional vacuum to exist. We even "use" this supposed state of affairs. One hears some probation officers saying: "We really don't know how to approach our problems." Then they say to the volunteer, "Come in and fumble around with us." In a way this admission of ineffectiveness is "copping a plea," an appeal for mercy in holding on to one's job. And why should volunteers be tempted to usurp such a difficult (or impossible) job.

One reason for this (professional vacuum) may be that the probation officer suffers from the vast gulf in power and status between himself and the judicial arm. The judge may be sincere and supportive, but his discipline and training is the law. Second of all, we need more adequate training, which should result in higher levels of performance. We also need better definition of short- and long-term treatment goals, and we should move from a better understanding of the basic human needs of the child, to techniques of treatment which are appropriate to these needs. (I think we understand these basic needs pretty well now; we have only to be sure that meeting them is the starting point and reference point for our development of treatment techniques.)

Volunteers have their role, strengthened by a real need and desire to serve, and this is best expressed when they are allowed to become deeply involved. One thing they can do is help us pinpoint needs to be served, and in many cases they can then meet these needs. We must realize the community role of the volunteer. With knowledge gained as volunteers, groups can effectively influence government bodies, universities, etc., working towards establishing meaningful training and higher levels of performance in corrections.

As for the future of court volunteerism, there are plenty of areas for all of us to work to the fullest in the future, meeting the needs of the children we have to serve. I would say, continue and expand the work you're doing, in the area the court sees as most effective, and tell other courts you are committed to the use of volunteers.

Mr. Jewel Goddard, Director, Lane County Juvenile Department, Eugene, Oreg.—When a volunteer program is initiated, probation officers will still have some personal contact with probationers, but their role will shift much more into work in the community. We did a time study of the activities of our staff probation counselors last year, and found that a very small percent of their time was devoted to one-to-one working contact with juveniles. Even prior to the advent of volunteers, a great deal of probation officer time is spend working with schools, families, people who can provide employment opportunities, and in juvenile prevention programs which are more community based activities. I think the professionals are already moving in a direction away from working directly with youngsters, and so when we bring volunteers aboard, we think of how they can help us in this direct one-to-one work. Professional staff is not going to give up that kind of one-to-one work altogether, but in the last 20 years there has been a lot of emphasis away from individual work and towards group work: Groups of youngsters, groups of families. Even psychiatrists are being prodded to work more with groups.

Dr. Desmond Cartwright, Department of Psychology, Colorado University, and Boulder Volunteer, Boulder, Colo.—Questions like, "What are the probationer's basic human needs?" are the wrong questions, stemming from our overemphasis on the individualistic approach. Let us ask rather: What are our basic *community* needs, the peculiar community constellation of problematics and pressures in which the child finds himself existing? Consider the notion that the lower class culture generates delinquency, or what looks like delinquency. Children growing up naturally in lower class style, look like delinquents to the middle class.

An example may serve to illustrate the difference between the individualistic and the community-oriented approach. Lower class people are said to be terribly concerned with autonomy and that means not being pushed around by someone else. But the answer to lower class crime rates may be quite the opposite. They may look as if they want to be autonomous but they really want to be looked after. They go around looking for community situations which will provide them with effective incarceration (as care). For them, it is better to be wanted by the police than not to be wanted at all.

Now, if you think about this in terms of a tremendous underlying unconscious need for dependency and for security, you can't do much about it except put the person into (individual) psychotherapy. One well-financed project did this, working with 21 gangs and giving the boys regular psychotherapy over 4 years, from ages 15 through 19. At the end, they found delinquency had continued at a steady rate, untouched. Group therapy seems to have evidenced the same result. The indicated conclusion is that delinquency is not an individualistic thing; it is deep-rooted in the culture, in the community, in the family, and this is where we have to work with it. I therefore agree that volunteers should be drawn into a community-oriented program, a broad attack on delinquency and related social ills.

I am a sufficient believer in the worth of knowledge to suggest that we continue to pursue our present intentions (using what volunteers we already have) and at the same time organize a training program in which competent professionals seek to equip our volunteers with sociological insight, the kind of insight that they are not likely to achieve without assistance. I strongly recommend that ongoing inservice training courses, or institutes, be set up for volunteers. Judges could enjoy them too, but it is essential that volunteers be given the opportunity for a considerable amount of specific intellectual stimulation to enhance their understanding of the community in which they will be working.

Dr. Ivan Scheier, Project Director, Boulder County Juvenile Delinquency Project, Boulder, Col.—For the most part, we have been talking concepts, good concepts. But even good concepts don't necessarily and by themselves lead to appropriate action. Let us therefore concentrate on the transition from concepts to concrete action, the action practically possible to us now.

I offer the following suggestions for continuing and improving the communication which occurred at this conference. First, I would like to see a Volunteer Courts Newsletter begun, as a vehicle for regular exchange of information and ideas among ourselves. (EDITOR'S NOTE:—the first issue of this Newsletter was published the month after the conference, and is continuing monthly.)

Secondly, we ought to recognize our ignorance in the volunteer program impact area, and we ought to do something about it. We really don't know which volunteer programs work best, which help the probationer. Perhaps there are some things we shall never know, but at least, I think we should have a minimum of mystery. True, it's not easy to find out what we need to know; it takes time and a lot of undramatic hard work. Moreover, it seems to require the kind of extra money most of us do not have, and this discourages us, but maybe it shouldn't. For this may be another role for volunteers. We are in fact starting to use volunteers as data analysts though, of course, not all volunteers can tackle this at a sophisticated level. In any event, I think people doing this kind of research in various courts and agencies should get together occasionally, volunteers and professionals, to pool whatever efforts we are able to make. That is, I think we should start a research and data analysis consulting service among ourselves. Research brings to mind another concrete issue, funding. While volunteers can do many things free, outside funding is necessary or highly desirable for a great deal of needed research and special program development. We need to ask ourselves quite specifically; How do we procure this outside funding? Indeed, how do we come to deserve it?

Finally, there are enough of us now concentrated in various geographical neighborhoods, such as Colorado and Michigan, so that neighboring courts could regularly have smaller versions of this conference, or at least meet more often, personally and informally. On the national scale, we should seriously consider the suggestions Judge Holmes and Judge Leenhouts have made, toward formation of some national organization of volunteer courts, including the possibility of beginning now or soon, to set up a steering committee.

Still on organization matters, I think we ought to link more with established organizations in the field, in dissemination of information on volunteer programs and in all our operations. Examples would be the

National Council of Juvenile Court Judges, the National College of State Trial Judges, and our State supreme courts.

As for dissemination itself, our written message can be presented in professional journals, and directly to other courts, but in a brief, interesting way. We can also make use of the popular press.

Mr. John E. Hargadine, Chief Juvenile Officer, Boulder, Colo.—The public likes to buy the least complicated, the most entertaining, the most biased and self-satisfying answer to juvenile delinquency. If we don't want such notions to prevail, we have to come up with something ourselves that is not superficial, but sensible and meaningful. We have to put it together scientifically, package it appropriately and make it marketable, too. But we're not likely to come up with a sensible product if we don't like and respect each other. This is still consistent with the controversy we've had here, which was useful and good.

One of the things I think we have to do is to develop the fine art of listening to each other. As for volunteers, this means their inclusive use as participating people. Staff and volunteers should not compete; we should support each other in the frontlines and we should continue to learn from each other.

As for communication and dissemination, the Volunteer Courts Newsletter idea is fine. We spread the message around; we join forces; we continue to go to conferences and meet individually. I also think we should exchange staff with each other once in a while, and exchange program ideas. Finally, one of our dissemination problems is that we haven't used the news media properly. At times we act as if we are afraid of the press, but there are many examples to indicate that they aren't our enemies. They want to know how we feel, and what we are doing, and most of them have the good judgment to use the information productively.

Justice Michael J. Donohue, District Court, Holyoke, Mass.—I've been impressed by the amount of literature published by other courts. Indeed, the greatest challenge to a judge these days is to read what other people publish. In that regard, I would mention a caution about using terms and phrases unfamiliar to most judges, for example, "relating to your peer group." I was in a training group that spent a whole afternoon trying to clarify that term, in terms of psychology, psychiatry, and sociology.

Another point is that judges as a rule are conservative; they don't relish change. If we can get judges coming to conferences such as this, they are going to be exposed to new ideas and perhaps influenced by them toward a widening of viewpoint.

Mr. Ralph Susman, Research Analyst and Community Organization Specialist, Office of Juvenile Delinquency and Youth Development, U.S. Department of Health, Education, and Welfare, Washington, D.C.—In the past few years while traveling around the country, approximately a quarter of a million miles, I have observed a number of projects, a number of abortive ideas, and occasionally a good one. One of the conclusions I have come to is that courts are in trouble, in the midst of a very serious crisis. This is particularly true of the juvenile court. The court which is enlightened, which is committed at least to a reexamination of what it has been doing, is an all-too-rare exception.

Many such courts, when applying for Federal project funding, find it hard to justify their viability in terms of what they are in fact accomplishing. Indeed, they might find a justification for funds equally difficult if they had to make it in their own community.

Juvenile courts are in trouble because among other things they have not led; they have followed. Recently, I learned this phrase from a youngster: "I get plenty of free advice and little good example." In too many instances this is the case of the juvenile court: lots of free advice but not necessarily a good example in terms of leadership in the community.

It is the experience of our agency that where there is community concern and competence, where communities are aware of legislation, opportunities, aware of their needs, they apply and obtain funds or they develop community-based programs, and they are on top of their problems a good deal of the time. But where there is traditionally a lack of interest in experimentation, a lack of interest in reexamination, communities do little if anything with their time.

So the "have's" continue to have; the "have nots" continue to have not. And what is more, they remain unconcerned about not having. Our office has rarely even received an application from a geographical area covering two-fifths or three-fifths of this country. These are areas which I think would immediately cry out and tell us that they are in need. Yet these are the areas where certain persons are so sure they have the answers, that there's no need to reexamine. They have been doing it for so long, it must be good.

Many delegates to conferences, this and others, bring a hidden agenda with them in terms of which they can go home saying "Boy, we don't have anything to worry about; those other fellows there are in real trouble." They overcome the possibility of self-questioning and reexamination which is the basis of innovation; and this question—whether what you are doing can be done better—embraces the notion of volunteerism, particularly as "can it be done in a different way by different people?"

More adequate and accurate administrative statistics are needed in courts. Frequently today, these statistics are presented primarily to justify the court. They report 80 or 90 percent success rates which are first of all unbelievable, and second of all, fail to take account of the fuller circumstances of cases and community needs.

Juvenile courts today are plagued by a fear of newspaper and community reaction. They're pulling in their horns and it is getting more difficult to find the courageous judge who will reexamine his procedures, innovate, and take a firm commitment to community treatment, as many of you here have done. A judge was asked this question before an important audience: "What are some of the major problems you have in developing new court programs and dealing with the youth who come before you?" His reply was: "It's those social workers who are trying to change things, and those half-way houses. What we need are more specialized institutions to send these kids to."

This kind of mentality is all too pervasive in our court structure today. One problem is that judges themselves are not speaking to each other enough, in their own terms.

Judge James J. Delaney, Adams County District Court, Brighton, Colo.—My experience in judiciary has only been a little over 2 years, but many of the judges I know have taken a sort of ivory tower position, allowing the situation to come to them. They see their role as being one of an adjudicator, a listener, a person who dispenses the law. Very few of them see themselves as a dynamic factor in the community, using the influence and leverage of the court for social justice. I realize there are limits, and we don't want to become legislators or part of the executive branch, but the impact a court could have on a community bears thinking about.

We need a better way of dealing with the criminal and the lawbreaker, a better way of satisfying people of the importance of social justice, of making law a working reality instead of just an abstraction.

Most of us judges are used to having people say "yes your honor", and the timid lawyer very seldom disagrees with us even though he knows we're wrong. This sort of thing creates an illusion that is bad for us, an occupational type of disease that has to be constantly innoculated against. I believe that bringing the volunteer into the court is going to bring the judge for the first time face to face with what the public really thinks of him. The judge will finally get a feeling of the pulse of the community, and possibly, hopefully, this will change our judicial institutions. I don't mean radically, but I mean change in such a way that we can really make our courts perform in a more constructive manner.

CONFERENCE SUMMARY AND ANALYSIS [2]

By: Dr. Leonard J. Pinto, Chief of Research, Boulder County Juvenile Delinquency Project, Boulder, Colo.

While the Volunteer Courts Conference was effective in producing new insight and critical analysis among participants, a second major result of the conference was that it gave individuals using volunters in correctional and allied settings, an opportunity to get to know each other and discuss experiences firsthand. This kind of interaction is crucial because it can be the basis of improved local programs, and also the basis of cooperation to encourage volunteerism nationally.

In this conference a great deal of time was spent by the participants telling one another about their particular volunteer programs. Probably more time was spent doing that than one might have expected. However, this level of discussion may well be a *sine qua non* of more intensive and analytic discussion. Furthermore, the very description of programs and program goals was valuable because it uncovered differences of opinion on basic questions. Some of these differences of opinion involve the relationship that participants feel should exist between the volunteer and the probationer, others involve the relationship between the court and volunteers, and the relationship of the court to the community-at-large.

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[2] Dr. Pinto originally prepared his summary during the conference and presented it prior to the final session, "Where Do We Go From Here?" In order to include that session in his summary, as well as other points that would only emerge with some leisure for analysis, we have aked him to review conference protocol once more, before finalizing his summary and analysis.

Volunteer-Probationer Relationships

Some courts represented at the conference delegate authority to volunteers and expect the volunteer to direct and supervise probationers; in such cases the volunteer is given some discretionary power in adjusting probation rules, etc. Other institutions require that the volunteer have a strong personal but purely friendly relationship with the probationer and consciously avoid giving the volunteer responsibility for probation supervision. Inded, there is a third type of volunteer usage, not discussed at the conference but certainly operative in some courts: Volunteers may be used in group situations with probationers, and to furnish services and financial assistance to the probationer and/or the court, but deep personal relations between any one volunteer and one probationer are discouraged.

Obviously, these are very important differences in court utilization of volunteer service, and these differences radically affect volunteer-probationer relationships. Since we have no empirical data presently on the consequences of these different strategies, the choice of one or the other of them represents the judgment of courts which have had different experiences and have come to different conclusions on volunteerism. In all probability, there are also different theoretical stances behind these positions. It is impossible to say to what extent these opposing uses of volunteers are a function of the theoretical stance of the staff member rather than a function of previous experience. The articulation of the different theoretical stances may be of value however. Focusing on the two different uses of volunteers who are personally involved with one (or a few) probationers, the two opposing theoretical positions could be presented as follows: "Using volunteers in positions of authority over probationers will cut down on the volunteer's ability to function effectively as a friend. The probationer will be less likely to identify with the volunteer if he must control the probationer's behavior" versus "Using volunteers as authority figures for probationers will enable the probationer to see the volunteer as someone who has authority and uses it justly, without hostility or anger. This probably is one of the things that probationers have never experienced—if they had experienced that, possibly they wouldn't be in trouble."

Experimentation and observation will allow us to refine and test these hypotheses about effective volunteer use. It may well be, for instance, that volunteers who control probationer behavior may be more effective with some types or classes of probationers than others. Short of research, this conference has highlighted a real difference among courts in the use of volunteers.

There is a second more basic dimension of the relationship between volunteers and probationers that also came under a great deal of scrutiny. As stated above, one of the underlying assumptions behind many of the one-to-one volunteer probationer programs is that the probationer will come to know the volunteer well, like him and in some way identify with him. Because of this relationship, the probationer is expected to be more likely to identify with law-abiding ways of behaving. This assumption came under a great deal of fire.

Conference participants pointed out that volunteers in court programs (like most volunteers in America) are likely to come from middle-class backgrounds. In many important respects, the life of the volunteer is often radically different from that of the probationer because of this basic fact. The questions were raised, "To what extent is the probationer expected to aspire to an unachievable way of life and pattern of behavior?" "To what extent does the probationer find the goals unachievable because the social structural channels to those goals are not open to him and other people in his situation?" The implications of this kind of question are quite clear cut. Volunteers may have expectations for their probationer which are unrealistic, given the existential situation of the probationer. (Unfortunately this could be the case even if the probationer and the volunteer both are middle class.) Even if volunteers don't have such expectations, may not an increase in aspirations and further discouragement be the consequences of introducing the working class delinquent to a life style he will never attain? This is a rather important question to answer, since theorists have suggested that some delinquents have involved themselves in antisocial behavior precisely because they have been confronted with unattainable goals.

Indeed some of the courts have addressed the problem in the training programs they run for volunteers. There is no certainty that these particular training programs have been effective, or that any training of volunteers will mitigate what appears to be an inherent difficulty in using middle-class volunteers with working class offenders. Again, this remains an area of real research need.

Delinquency Causation and the Court as a Community Change Agent

Indeed not all the participants assumed that a one-to-one relationship between volunteers and probationers is necessarily a good thing and a reasonable program for courts to pursue. The underlying model of delinquency causation upon which a one-to-one program rests, is a psychological one. Some participants at the conference who are involved in the scientific study of delinquency, however, suggested that the psychological model of delinquency causation is of extremely limited value. Instead a social causative model was advanced which focused on the communities in which delinquents live, and the structured delinquent ways of behaving which are not a form of deviance in lower class society but part of a shared culture. Indeed from this viewpoint, using the volunteer in a one-to-one relationship with the probationer without changing the social context of the probationer's delinquent acts, is likely to have little effect on the delinquent. The relationship is likely to have little effect because the probationer is locked into a social system in which the normal and reasonable thing to be is what society describes as "delinquent."

It was even suggested that the use of volunteers on a one-to-one basis is itself dysfunctional for the goals of rehabilitation because it often distracts social control agencies (like the court) from dealing with the real problem: Community change.

It is particularly interesting in this respect that one court reported that it had organized a citizens' committee to influence the policies of a local community agency. Nor was this the only case in which participants emphasized the importance to the court of good public relations with the community in general, and the possible use of volunteers to achieve this goal. Admittedly the question of organizing volunteers for community change may be a different and more complex problem than working with community agencies. The first step in this process, however, may well be to pressure community agencies to meet creatively the needs of a particular delinquent.

Possibly the next step is to get community agencies to meet the needs of *all* delinquents and other antisocial populations more creatively than they have in the past.

Unfortunately, community agencies and their operations are a small part of the communities in which many delinquents live. (Again, community agencies are probably a much smaller part of the lower class community than middle-class communities.) Thus the court which chooses to reach into the community is assuming a task for which there is little precedent or previous experience. The basic question of how one reaches into a community remains to be explored, demonstrated, and assessed. While courts using volunteers may be most open to this innovation in court-community relations, it may well be that the use of volunteers as friends and authority figures for probationers will militate against this development. Conversely, if the use of volunteers by courts is an index of court willingness to innovate and experiment, it may well be that volunteer courts will be the very courts to take the next step in community action and assume the role of community change agents.

Uncertainty as to how to proceed with community change is not the only problem facing the courts. A second problem is finding legal justification for court involvement in the area of social action. (While this question was raised by a judge and a lawyer, it was clear that a number of the judges present also felt that the judicial mandate of the court—and particularly the juvenile court—was sufficiently broad to justify the court's evolution into a community change agent.)

Impact of Programs on the Court

The court's use of volunteers to impact the community is merely one part of the broader question of the relationship between the community, the probationer, and the court. In fact, the use of volunteers in the court suggests the unique community presence in and impact on the court. While courts involved in volunteer programs have obviously been willing to allow some members of the community to assume some authority in the court structure, and there is a general belief held by participating courts that this is a good thing, little is really known about what, in fact, are the consequences for the court of this community intervention in the court. There were differences of opinion on the basic question, "what happens to court structure and the roles of court staff, once volunteers are introduced?"

Some of the most extreme differences of opinion and the sharpest exchange revolved around this question. Indeed it became apparent that the opinions being voiced on this question were linked to a whole set of assumptions and postulates that slowly emerged out of the smoke and thunder. On the one hand, it was argued that the extensive use of volunteers could take place in a court setting without disturbing that setting or radically changing the professional position and roles of court staff members. Other delegates argued that the presence of volunteers had a serious impact on court structure, was likely to produce strains in the system and would restructure the probation officer's role vis-a-vis probationers. It was also argued that the presence of volunteers required the creation of wholly new and difficult roles for the probation officer to meet, vis-a-vis the volunteer.

It may not be accidental that the first view was held by a participant whose own court used volunteers only as friends of probationers, and who felt that the probation officer was a highly trained competent professional who knew what he was about. He felt corrections professionals knew the basic needs of the probationer and knew how to meet them. Furthermore, he felt that court staff were able to perform tasks vis-a-vis the probationer, which could not possibly be performed by volunteers.

By the same token, it may be relevant that some of those who highlighted the conflicts and strains likely to occur in a court volunteer program, believe that the level of professionalization among court staff is low and that many of the duties performed by the staff could be performed equally well by volunteers. It was suggested that strain is built into the situation because of the conflicting goals and perceptions of two different interest groups: The volunteers who want authority and responsibility and the probation staff who are struggling for professional standing similar to that of the medical and legal profession. While the preceding remarks were made by an academician, a number of volunteers expressed the feeling that programs should respect the abilities of the volunteers and furnish them opportunities for responsible leadership.

Some staff participants admitted that the use of volunteers was productive of strain, but also indicated that the strains were necessary, and that the tension and conflict could be constructive and valuable to the court structure since they were likely to produce innovation. Again it may be significant that these comments were made by volunteers and staff members who are active in a court program in which volunteer relationships with probationers are very much like those of the staff, and volunteers have been given responsible jobs in dealing with other community agencies, etc. It appears plausible that these differences of opinion expressed at the conference are linked to different experiences participants have had in their home courts. It is also likely that volunters may not be as "disruptive" of the traditional probation officer role if the volunteer is expected to be a friend to the probationer and not an authority figure. Furthermore the volunteer role may have less impact on the probation officer in a large urban court than it would in smaller communities where probation officers may well have relatively close personal contacts with probationers already.

Selective recruitment or training may guarantee that only volunteers willing to "help out" the staff and take a subservient position to the staff are involved in the program.

The fact that volunteers and court staff represent different interest groups is not the only source of strain generated by volunteer programs. A second source of strain pinpointed by conference participants was linked to the class and social origins of the volunteers as compared with the class and social origin of the agency's staff. The fact that many volunteers are upper middle class, or even higher up in the class structure, creates a unique situation for staff members. While staff members are responsible for the control and direction of volunteers, they often fill an occupational position which is lower on the social status hierarchy than the social and occupational positions of volunteers.

The problem is exacerbated in urban centers where race becomes a confounding variable. Staff personnel as well as probationers or other clients, are far more likely to be Negro or Spanish-American than are volunteers, and basic questions of volunteer motivation and sincerity are likely to be pondered by the staff, even if they don't voice or in other ways manifest their antipathies to volunteers. Indeed this reaction on the part of minority group staff members may be fruitfully analyzed within the context of community change programs versus individual rehabilitation programs. If the volunteers were involved in programs that attack the whole ghetto structure of the urban metropolis, with its unique police and educational arrangements as well as de facto segregation itself, staff members would probably be less wary of volunteer's motives.

The problems produced by class differences are likely to be intensified in a situation in which the court is using socially prominent volunteers, or volunteers with "clout" in the community power structure, to change community attitudes and behavior pattern relative to delinquents or other problem adolescents. The reason for this throws light on the whole question of community involvement in the court and vice versa.

On one level the use of volunteers has a serious impact on probation officer roles. Thus, a major characteristic of the probation officer's role is that while he may have relatively low status compared to many volunteers, he has extraordinary power, particularly in a middle-class community. The introduction of volunteers who are recruited to affect the community, poses a latent threat to the often sub rosa exercise of power by the probation staff. In a word, volunteers with power to operate in the community must necessarily have equal or greater power to influence the court, if they choose to scrutinize the court's programs and policies.

Indeed, one participant suggested that volunteers were capable of stimulating a great deal of court innovation if they and the court perceived volunteers as monitoring the court structure from the point of view of defendants' and probationers' needs. Whether or not the court allows volunteers consciously to monitor the court system, it is clear that the impact of volunteers on the court structure can be profound and cannot be fully explored merely by analyzing the impact of volunteerism on staff roles. Instead it is necessary to do systemic or institutional analysis. That is, it is necessary to look at the court as a system which is interacting with volunteers, who are visualized as a subsystem of the community.

While it is correct to say that courts have not explicitly analyzed court-volunteer relations in terms of interacting subsystems, and were quick to focus on all of the good effects of community involvement in the court, staff members were conscious of the ramifications of intersystem interaction. Thus, many speakers were aware that agencies which used volunteers had to be careful not to alienate prospective volunteers who were rejected through a screening process.[3]

Whatever screening was done, all participants agreed that the court had to confront a major public relations problem in the handling of its own prospective volunteers.

Only the participating social scientists appeared particularly concerned about possible impact of community presence in the court structure. Generally speaking, it was the social scientists who raised basic questions about the underlying assumptions upon which volunteer programs rest. Some participants reacted negatively to this kind of probing. Indeed this summary and analysis of the conference, written by a social scientist, should not mislead the reader into thinking that the actionists among the participants were particularly concerned about many of the questions which are reported and dissected in this analysis. The opposite was the case. Participants were optimistic about attaining the goals of volunteer programs and were committed to them wholeheartedly. While positive consequences were emphasized, little or no mention was made of possible or real negative consequences of volunteerism.

It is difficult to assess the cause of this stance among actionists at the conference. It is possible that running volunteer programs in courts just isn't that hard; that although there are theoretical problems, these are relatively easily resolvable through the institutionalization of certain straightforward court policies or standard operating procedures. Conversely, the evangelism and optimism of actionists may be a function of the fact that conference participants were heavily committed to the use of volunteers and the conference (or the amount of time allocated to each individual speaker) was not long enough for the speakers to get into certain aspects of their programs which were really problematic to them personally. Indeed, such frankness is not the common fare of national conferences and it may have been naive for conference organizers and assessors to expect individuals to reveal to strangers in this kind of setting, the kinds of difficulties they must grapple with back home.

It is interesting to note in this regard that it was social scientist participants at the conference who focused on the need for more knowledge and the need for planning and experimentation. In fact, in one instance an actionist admitting this need also cautioned that there were certain realities which were rooted in religious tradition, and this should be emphasized along with the need for research.

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[3] Some felt that training programs were an excellent means for allowing insufficiently motived individuals to cool themselves out, while others felt that a training program should not be used as a means of discouraging volunteers since many good volunteers may also be discouraged in the process.

Conclusion

The fact that court representatives focused on the positive rather than the problematic consequences of community involvement in the court, is important in itself and indicative of the tone of the whole conference. Conference participants who are involved in action programs almost universally took an optimistic and positive stance to the presence of volunteers in court settings. (Any critical comments that were made were usually directed to court staff who were accused of not using volunteer resources effectively, or some similar kind of thing.) Participants did not focus on problems in recruitment, screening, or training. They at least appeared not to have been plagued or even mildly concerned with the possible recruitment of undesirables or other kinds of troublemakers. (Once it was said that agencies had to watch out for this, it ceased to be an area of concern.) There appeared to be a general assumption that if you put a well-meaning, intelligent citizen to work with a person in need, something good is likely to happen, and nothing bad will come of it. In fact, one participant suggested that some volunteers were very concerned about the problem of being too "kookie" and he suggested that a kookie volunteer could be just the person to help a kookie problem adolescent.

It is hard to convey the optimism and self-assuredness of actionists at the conference. It is harder to assess the meaning of this enthusiasm. It is clear, however, that actionists with experience in court use of volunteers have had personal experiences that have convinced them of the value of volunteer programs and are committed to the continued and extended use of volunteers with and for delinquents.

APPENDIXES

APPENDIX 1

Brief Description of Participating Agencies

A. *Courts and Related Problem Youth Agencies*

Boulder County Juvenile Court is a Division of District Court, the 20th Judicial District of the State of Colorado, geographically coinciding with a county of 100,000 population. Volunteer programs have grown in 5 years to a point where 175 community and college volunteers, ranging in age from 16 to 65, work with about 115 probationers in 30 distinct job categories. The court is nearing completion on a study designed to evaluate the use of volunteers in correctional settings, under a grant from the Office of Juvenile Delinquency and Youth Development, U.S. Department of Health, Education, and Welfare.

Brighton, Colo., adjacent to Denver, is represented by the Juvenile Division of District Court, 17th Judicial District. As of about 2 years ago, the court initiated a "big brother" type (or APO) college volunteer program, in cooperation with two local colleges. The court also has eight discussion groups for probationers and their parents, led by local community volunteers.

Cook County, Ill., Department of Public Aid, working with neglected, dependent, and abused children in the Chicago area has, since 1962, used volunteers in a number of capacities such as child welfare aides, tutors, and in special projects such as career tours, talent programs, cultural experiences. At present, some 70 volunteers are in the program. Recruiting is by personal contact, mailing to organizations, etc.

Denver County Court uses volunteer probation counselors from the community to work on a one-to-one basis with adult probationers, and also has VISTA volunteers. Training of volunteers is conducted by the Denver University Graduate School of Social Work. Recruiting is intensive, by personal contact, mailings, TV, and press, and the program has grown very rapidly to include several hundred volunteers.

Denver Juvenile Court has Colorado University students functioning as "big brothers" and "big sisters", as well as other special service volunteer programs, supervised by the Director of Probation Services. The court also uses VISTA volunteers to work with families of probationers, and in neighborhoods. Total volunteer staff at present is approximately 300.

Durango, Colo., District Court, LaPlata County, has recently begun using sociology students from Fort Lewis College as assistant probation officers for juvenile offenders. Volunteers work primarily in Durango and its environs, which have a population of about 12,000.

Elkhart, Ind., Municipal Court, in a jurisdiction of about 45,000 population, has for several years used volunteer probation officers and the contributed services of various local organizations and professionals in rehabilitation work with young adult offenders. Other volunteer-related programs include driver improvement school, work detail, alcohol information school, and presentence investigations. Recruiting is by personal contact with individuals and organizations; inservce training includes guidance by an MSW and the judge; and volunteers are given wide discretion in decisonmaking regarding their probationers.

Ferndale, Mich., Municipal Court (near Detroit) is another relatively new program that has grown rapidly to about 70 volunteers, 60 of whom work with one probationer each. More than half of the probationers are 17 to 21 years of age, and program emphasis is on regular employment and completion of education. Supervision is by the judge and chief probation officer (himself a volunteer), but volunteers are given a certain amount of latitude in handling problems themselves.

Holyoke, Mass., District Court, includes in its jurisdiction of 55,000 population, all criminal matters except felonies punishable in the State's prison by a term of 5 years or more, all juvenile matters and all civil matters. The court's volunteer programs include working with addictions, a juvenile clinic, a tutoring program, a job testing and seeking program.

Lane County (Eugene), Oreg., Juvenile Department and Skipworth Juvenile Home, began using volunteers about 15 years ago. The program was confined exclusively to detention until 3 years ago when it was expanded to include the probation division. In 1966, over 140 regular volunteers contributed an estimated 12,000 hours of service in a wide variety of jobs, including transportation, teacher aides, case aides, instruction in arts, crafts, and homemaking skills, entertainment, advisory committees and as contributors of money, materials, and equipment. Recruiting is largely by direct contact with organizations, and through mass media. Supervision is considered important, and is handled by professional paid staff, assisted by volunteer chairmen and leaders.

Lincoln, Nebr. (population 170,000), The Separate Court of Lancaster County, in 1965 began using college student volunteers from the University of Nebraska, and has recently added community volunteers in similar one-to-one "big brother" assignment to juvenile probationers. Recruiting is mainly by personal contact and through the university. The 20 volunteers now working are supervised by court staff and a university adviser.

Miami, Fla., Juvenile and Domestic Relations Court, Dade County, employed their first volunteer in 1950, and now have 250. Programs emphasize development of arts and crafts and other skills. Recruiting is largely through contact with local organizations; volunteers are screened and supervised by the Director of Volunteer Services in a professionally operated volunteer services section. Volunteers work primarily with youngsters in detention.

Minneapolis, Minn., has Social Work Associate (SWA) volunteers, women trained as caseworkers with the big sister agency, working with disadvantaged adolescent girls and their families. Cases are referred by schools, by other agencies, and by parents, and typically involve severe social and emotional disturbances. Training of SWA's is quite intensive and a large measure of social work responsibility for cases is given, under professional supervision. About 25 women volunteers are now in this program, some of them having been on the job for 2 years.

Philadelphia, Pa., The Juvenile Division of the County Court began in 1959 with six volunteers and now has approximately 250 serving in a number of capacities. About 200 women are active in "Teen Aid", working one-to-one as "big sisters" with troubled girls both in detention and not. Other volunteer services include nursing, recreational and work-experience programs, courtroom aides, and recently, the "Court Aide" program for boys, paralleling "Teen Aid," and the "Take-a-Brother" program, operating in conjunction with the district attorney's office, which enlists outstanding older boys to work individually with boys 12 and under. Recruiting is largely through personal contact; screening is handled by volunteer groups and court officials.

Rapid City, S. Dak., Pennington County Court is a relatively new program which uses volunteer probation officers not only within Rapid City (population about 50,000), but also in the large outlying rural areas of this 120- by 60-mile jurisdiction. Recruiting is by personal contact with friends of court staff.

Royal Oak, Mich., adjacent to Detroit includes about 85,000 people in its municipal court jurisdiction. The probation department began around a core of eight volunteers in 1960, and has grown to several hundred community volunteers, professionals, and laymen, working with young adult misdemeanant offenders in a very wide variety of capacities, from one-to-one "big brother" and "big sister" sponsors, through Alcoholics Anonymous, employment and guidance counseling, group guidance leadership, etc. Recruiting is largely through personal contact by court staff or volunteers; administration and supervision is by quasi-volunteers (people who work for a nominal sum), with support from the court. The court also has two special projects: "Project Misdemeanant," since 1965, is designed to interest other courts in the use of volunteers. A 4-year NIMH grant, now in its third year, is designed to obtain more scientific proof of the effect of community based volunteer programs on probationers.

Topeka, Kans., Probate and Juvenile Court, is located in a city of about 150,000. About 10 years ago this court began to use Washburn University law students in a modified social work-big brother relationship with juvenile probationers. It now has about 25 such volunteers. Inservice training is broad in coverage, conducted by court staff and professional consultants, including a child psychiatrist, the police department, welfare, and the local school system. Supervision, coordination and guidance of the program is by the chief probation officer and in regular meetings of volunteers with a consulting psychiatrist. While the court never assigns more than one or two cases to a student counselor, there is frequently a natural growth in his clientele to four or five; e.g. friends of the probationers, brothers, sisters, family. The court is also associated with the

Junior League of Topeka in a community sponsored Group Foster Home for problem youth.

Washington, D.C., Juvenile Court. The "Friends of the Juvenile Court" are a group of community women volunteers, almost all college-educated housewives, organized in 1964 by Mrs. Arthur Goldberg, wife of the then Justice of the U.S. Supreme Court. They began with about 25 volunteers, and now have about 100, most of whom help relieve regular staff of routine work, though some work directly with wards of the court. Volunteers help in many roles, including: Receptionists, probation aides (with relatively low-risk children), intake and petition aides, child support interviews, job registry, school liaison, child guidance, and in information services. Personal contact with organizations is the main vehicle for recruiting; screening is by volunteers serving as coordinators and leaders, and by court staff. Soon a paid professional volunteer coordinator will be hired.

Washington, D.C., Junior Village (Department of Public Welfare) provides resident short-term and extended care programs, guidance and training for dependent and neglected children, ages 6 months to 18 years. Under a 3-year NIMH grant, in collaboration with the Health and Welfare Council of the National Capital area and the District of Columbia Department of Public Welfare, Junior Village has developed techniques for administrating and structuring volunteer services to children. Over 800 volunteers provide services for about 900 children, during the average month in this institution. Volunteer jobs include: Tutor, nursery school leaders, headstart aides, recreation activity leaders, medical aid, special activity leadership, clerical work, sewing, administrative assistance, advisory council work, and many types of unpaid professional assistance; e.g. speech therapy. Volunteers range from teenagers to older adults, from every segment of the community.

NOTE.—There were also observers from several courts which had not tried volunteer programs substantially, but were seriously considering doing so; e.g., Xenia, Ohio; Colorado Springs, Grand Junction, and Jefferson County, Colo.

B. *Other Agencies Represented*

Colorado Clearing House is a student-run University of Colorado organization which recruits and supplies college student volunteers for a number of service agencies in Boulder County. Now in its second year of operation, it had some 800 college applicants from which it has selected and placed over 300 volunteers locally, including 30 with Boulder Juvenile Court. The Clearing House is typical of a number of such college organizations now springing up in the United States.

Colorado State Department of Institutions.

The General Board of Christian Social Concerns of the Methodist Church is the sponsor of Royal Oak's Project Misdemeanant. It is represented at this conference by Rev. Richard Edgar.

The National Council of Juvenile Court Judges. Two of the judges representing their own courts are also officers of this association: Judge Wilfred W. Nuernberger, Vice President, and Judge Malcolm G. Copeland, National Executive Committee Member.

The National Institute of Mental Health.

The Office of Juvenile Delinquency and Youth Development, U.S. Department of Health, Education, and Welfare is the conference sponsor. Over the past few years this agency has funded many demonstration and training projects in the area of juvenile delinquency, including the Boulder County Juvenile Delinquency Project.

Task Force V of the Joint Commission on Correctional Manpower and Training, has been charged with preparing the part of this commission's report which deals with the use of the volunteer, the ex-offender, and other special personnel as manpower resources in corrections. It is represented at this conference by its Director, Mr. Robert A. Allen.

The Training Center for Community Programs at the University of Minnesota functions as a multidisciplinary unit in this area.

The Center for Studies in Criminal Justice, University of Chicago.

APPENDIX 2

Listing and Background on Individual Delegates

NOTE.—Some 20 delegates contributed informally outside of regular conference sessions, or in open-floor discussion which this report routinely did not identify as to source. In order to conserve space, their names are omitted from this listing.

Dr. Gordon Barker, Department of Sociology, University of Colorado, is college supervisor of the Boulder Assistant Probation Officer (APO) program and a member of Task Force V, Joint Manpower Commission (the use of volunteers in corrections).

Mr. Leonard Barron is a former Boulder volunteer and founder of Colorado Clearing House, a college-student volunteer-supplying organization.

Mrs. Edward M. Bernstein, is a volunteer who is coordinator of volunteer programs, "Friends of the Juvenile Court", Washington, D.C.

The Honorable William H. Burnett, presiding judge, Denver County Court, has begun the volunteer probation counselor program in Denver.

Mr. Charles Cameron, a juvenile officer in Boulder Court, is a former Boulder volunteer, who, as a regular staff person, has had considerable experience in running volunteer programs in smaller towns.

Dr. Desmond Cartwright, University of Colorado Department of Psychology, has also a distinguished background of research in delinquency, and is also a Boulder volunteer.

Mr. Orson Clark, a retired businessman, is a quasi-volunteer who is associate administrator of the Royal Oak Volunteer Sponsor Division.

The Honorable Malcolm G. Copeland, is a judge of the probate and Juvenile Courts, Topeka, Kans., and a member of the Executive Committee of the National Council of Juvenile Court Judges.

Miss Ursula Davies, assistant conference manager, is a Boulder volunteer, in addition to regular duties in the court's research section.

The Honorable James J. Delaney is judge of the District Court of the 17th Judicial District, Brighton, Colo., and has been active in building the volunteer programs of the juvenile division.

The Honorable Michael J. Donohue is presiding justice of the District Court of Holyoke, Mass., and has instituted a number of volunteer programs within his jurisdiction, dealing with addiction as well as juvenile problems.

Mrs. Anna Mae Earles is supervisor of volunteer services at the Children's Division, Cook County, Department of Public Aid, Chicago, Ill.

Mrs. Mary Fortin is a volunteer probation counselor in Denver County Court.

Mr. Jewel Goddard is director of the Lane County, Oreg., Juvenile Department and Skipworth Juvenile Home, with a distinguished record of pioneering in volunteer program development and delinquency research.

The Honorable J. Moritz Grolimund has instituted a number of significant volunteer programs in the City Court of Elkhart, Ind.

Mr. Jack Gummere, a senior at Fort Lewis College, is a volunteer assistant probation officer in the new program at Durango, Colo.

Mr. John Hardagine, is chief juvenile officer of Boulder Juvenile Court, and has himself a distinguished record as a volunteer in the mental health field. He received his M.A. in sociology from the University of Colorado in 1964, and is a past president of the Colorado Juvenile Council.

Mr. Henry Hassberger, a retired businessman, long a valued contributor to the civic life of Royal Oak, Mich., is at present a quasi-volunteer in that court, and chief administrator of their volunteer programs.

The Honorable Horace B. Holmes is judge of the District Court, 20th Judicial district of Colorado. Since 1961 he has been building a number of programs in the juvenile division of his court.

The Honorable Montague R. Hunt is municipal judge in the city of Ferndale, Mich., where he has built volunteer programs emphasizing regular employment and completion of education.

Mr. Gerald D. Jacobson is assistant director and volunteer coordinator, Juvenile Department and Skipworth Home, Lane County, Eugene, Oreg.

Mr. William Janike, formerly a volunteer in the Lancaster County, Nebr., Court, is now a regular staff probation officer engaged in administering the court's volunteer programs.

Mr. James D. Jorgensen is assistant professor in the Graduate School of Social Work, University of Denver. He conducts training sessions for Judge Burnett's volunteer probation counselors.

Mrs. Barbara Knudson, a sociologist, is director of the Training Center for Community Programs at the University of Minnesota, which includes, among other programs, the use of women volunteer caseworkers in the "social work associate" program. Mrs. Knudson is a member of Task Force V of the Joint Commission on Correctional Manpower and Training (the use of volunteers and ex-offenders in corrections).

Mr. Thomas E. Koschtial, a psychologist, is chief counselor in the Royal Oak Volunteer Court, also the research director of their 4-year NIMH grant designed to get more scientific proof on the effect of a community based volunteer probation program, especially its impact on probationers.

The Honorable Keith J. Leenhouts is judge of the Municipal Court, Royal Oak, Mich. While building a large and varied volunteer program at Royal Oak, he has also found time, since 1965, to travel widely around the country seeking to interest other courts in the use of volunteers (Project Misdemeanant).

Mrs. Lawrence Lesser is a volunteer who is a coordinator of volunteer programs for "Friends of the Juvenile Court," Washington, D.C.

Professor John Martin, Fordham University Department of Sociology, is interested in community action programs designed to address the cultural and organizational roots of delinquency behavior, set in a framework of interdisciplinary theories of delinquency.

Mrs. Marleen Martin, a housewife, is a leading Boulder Court volunteer, having worked in several volunteer program areas including psychological testing, data analysis, tutoring, and program administration.

Mr. Robert Mattox is a volunteer group counselor, Royal Oak, Mich.

Mr. Duncan McDonald, a retired educator, is a volunteer who works about 30 hours a week without pay as chief probation officer in Judge Montague Hunt's Municipal Court, Ferndale, Mich.

Mrs. Pat Michael, a housewife, is an experienced Boulder volunteer, in the preventative court program.

Mr. Mori Mitsui, an architect, is, with his wife, a volunteer in the Boulder foster parent program, and volunteer chairman in this area.

Mr. Robert Newbie, a pharmaceutical salesman, is a volunteer group discussion leader in the Brighton, Colo., volunteer court.

Mr. Jerry L. Nordstrom is chief probation officer of the juvenile division of the District Court, Brighton, Colo. As a regular staff member, he has played an important role in building this court's well-developed volunteer programs in group discussion leadership, and volunteer probation officer activities.

The Honorable Wilfred W. Nuernberger is judge of the Lancaster County Court, Lincoln, Nebr., and a vice president of the National Council of Juvenile Court Judges.

Mrs. Mary Osterberg, M.A. in Clinical Psychology, is a juvenile officer in Boulder Court, with wide experience in supervising volunteer probation officer programs for girl probationers.

Dr. Leonard J. Pinto is chief of the research section, Boulder County Juvenile Delinquency Project. This project aims to demonstrate and evaluate the use of volunteers in community action programs which are designed to combat juvenile delinquency without resort to institutionalization. Dr. Pinto is also assistant professor in the Department of Sociology, University of Colorado.

Dr. Leonard Rosengarten received his Ed. D. in 1959. He is presently director of the juvenile division, County Court of Philadelphia, and a developer of "Teen Aid, Inc." and several other volunteer programs.

Mr. John A. Rosica is assistant director of the juvenile division, County Court of Philadelphia (described just above).

Dr. Ivan Scheier, conference manager, is a part-time volunteer psychologist in the Boulder Court, and also project director of the Boulder County Juvenile Delinquency Project, designed to demonstrate and evaluate the use of volunteers in juvenile court settings.

Mrs. Eva L. Scott is voluntary services officer of a large and varied volunteer program at Junior Village, Washington, D.C. (dependent and neglected children). Mrs. Scott has a master's degree in social work from Howard University.

Mr. Leon Smith, a retired businessman, is a partly paid worker, acting as associate administrator of Royal Oak's work detail program.

Mr. Ralph Susman is a research analyst and community organization specialist in the Office of Juvenile Delinquency and Youth Development, U.S. Department of Health, Education, and Welfare. He serves as contract monitor and coordinator for a number of this agency's demonstration projects, including the Boulder County Juvenile Delinquency Project.

Mr. George Taylor, M.A. in criminology, Colorado University, is a regular staff juvenile officer in Boulder Court, with experience in the development and supervision of most of the court's major programs, especially volunteer probation officer, tutoring, group discussion, and psychological testing.

Mr. Robert Trujillo is director of probation services in the Denver County Court, assisting Judge Burnett in their very active volunteer probation counselor program.

Dr. Evan Vlachos, a sociologist and lawyer, is action program supervisor of the tape exchange program for the Boulder County Juvenile Delinquency Project.

Mrs. Ruth C. Wedden is director of the Volunteer Services Department of Youth Services, Dade County Juvenile and Domestic Relations Court, Miami, Fla., a program which involves some 250 volunteers. Mrs. Wedden, previously a volunteer for many years, has been president of the Dade County Juvenile Council, and both secretary and treasurer of the Florida State Juvenile Officers Association.

Miss Emma Weston is a VISTA volunteer working with probationers and their families in Denver Juvenile Court.

The Honorable Marshall Young is judge of the Pennington County Court (Rapid City, S. Dak.). His court uses volunteer probation officers not only within Rapid City, but also in the outlying smalltown and rural areas of his 120- by 60-mile jurisdiction.

APPENDIX 3

Further Readings

(1) *Volunteer Services in a Juvenile Court* by Jewel Goddard and Gerald Jacobson, in the April 1967 issue of "Crime and Delinquency."

(2) *Volunteer Support of Probation Services* by Dr. Leonard Rosengarten, in the January 1964 issue of "Crime and Delinquency."

(3) *The Volunteer Returns to the Court* by Judge Horace B. Holmes, Chief Juvenile Officer John E. Hargadine, and Dr. Ivan H. Scheier, scheduled for the winter 1968 issue of "The Juvenile Court Judges Journal."

(4) *Concerned Citizens and a City Criminal Court,* available from Royal Oak Municipal Court, City Hall, Royal Oak, Mich.

(5) *Volunteers in Institutions for Delinquents* by Elizabeth H. Gorlich, in the July–August 1967 issue of "Children", vol. 14, No. 4.

(6) *Correctional Manpower Utilization* by Jack Otis, in the July 1966, issue of "Crime and Delinquency."

(7) *Volunteer Courts in America—1967,* a directory published and available in limited supply from Boulder County Juvenile Court, Hall of Justice, Boulder, Colo.

(8) *National Register of Volunteer Jobs in Court Settings,* prepared in 1967 by Boulder County Juvenile Court under a grant from the Office of Juvenile Delinquency and Youth Development, U.S. Department of Health, Education, and Welfare. Now available in limited supply from Boulder County Juvenile Court, Hall of Justice, Boulder, Colo.

A VOLUNTEER PROBATION OFFICER MANUAL

by

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PREFACE

At the present writing, there are 125 courts in the United States using local volunteers to provide probation services. Approximately 10,000 local citizens are involved, working in some 20 major job categories.

"Volunteer Probation Officer" is one of these, generally estimated to be the largest in terms of number of volunteers involved.

The purpose of the present manual is to concentrate on the use of volunteers working in this particular position, variously called "Volunteer Probation Officer," "Volunteer Probation Counselor," "Assistant Probation Officer," "Deputy Probation Officer," "Case Aide," "Probation Aide," "Student Probation Officer," "Teen-Aid Volunteer," and "Assistant Probation Counselor." It is to be noted that these volunteers work one-to-one with young adult misdemeanants as well as juvenile offenders. The present manual concentrates on the latter, but the application to the former should be sufficiently clear throughout. At least secondary reference exists to use of volunteers similarly, in detention facilities.

Other manuals in the Boulder County Juvenile Delinquency Project series cover other areas of probation volunteer usage: in tutoring, in leadership of probationer discussion groups, in the development and management of foster homes for probationers, etc. Finally, the series contains two works of general reference interest, more or less regardless of any particular volunteer program. These are: "Using Volunteers in Court Settings: A Manual for Volunteer Probation Programs," and "National Register of Volunteer Jobs in Court Settings—1967" (see bibliography section).

The authors have drawn on their knowledge of Volunteer Probation Officer programs in some 10 other courts, as indicated at the Boulder Conference of Volunteer Courts (May 1967) and in the various publications of these courts. In addition, the senior author has been personally involved in volunteer probation officer type programs in three courts, four detention facilities, and one parole agency, during the past 10 years in the State of Colorado. All this has given the authors some appreciation of program variations adapted to differences in local community conditions and court philosophy.

Nevertheless, the core experience underlying this manual is the volunteer probation officer program in Boulder County Juvenile Court, soon to enter its 7th year of operation. Well over 200 college and local community volunteers have worked in this program. All eight authors and consultants in preparation for the manual have been directly involved in the development and management of the Boulder program, especially Judge Holmes, who was its founder. Two of the consultants actually served as volunteers in the program before moving on to regular staff status.

We hope we have been able to convey this experience in a manner helpful to other courts contemplating, planning, or perfecting volunteer probation officer programs.

INTRODUCTION

With the ever increasing number of delinquent children being processed through the juvenile courts, the burden of effective rehabilitation is growing at an unprecedented pace. The caseloads of probation officers or counselors have, in many instances, reached such magnitude that it is unrealistic to assume that they can any longer provide as much real help and treatment for probationers as they would like. This manual will attempt to illustrate how, through the use of Volunteer Probation Officers, effective rehabilitation in the probationer's home community can be facilitated.

The title of Volunteer Probation Officer (VPO) is used as a generic term to represent all the variations in titles which a number of courts give to their particular program. Usually, the VPO is assigned responsibility for one and only one juvenile probationer. Both males and females may serve as VPO's. It is generally desirable to assign a VPO of the same sex.

In the Boulder, Colo. Juvenile Court the *Assistant Probation Officer* (APO) is a college student working as a volunteer on a one-to-one basis with a delinquent child on probation. The *Deputy Probation Officer* (DPO) is an adult from the community working in a similar capacity. The distinction between the two types of VPO's is based largely on the source of the volunteer. The APO comes from University sociology classes, while the DPO is a local community adult. The duties of these persons are varied, but in Boulder Juvenile Court the APO's and DPO's are first of all authority figures who are to enforce the rules of probation as set by the court. Secondly, they are to counsel the probationer and his family in any problems which may arise. It is hoped that out of this relationship a strong friendship will develop. Thus, it is in essence a dual role, authority figure and friend. In a successful relationship, however, these two roles are not incompatible; once structured guidance is established, supportive friendship and the benefits of a good adult model can develop from it. There are numerous variations to this role as used in other courts across the Nation. For further elaboration see the *National Register of Volunteer Jobs in Court Settings—1967,* pages 43–51, also reproduced as appendix J in the present manual.

It is our belief that by using individuals in the APO and DPO roles, rehabilitation and treatment can be effected in the community in lieu of incarceration elsewhere. Even though the APO or DPO is not a paid staff officer of the court, he can become a worthy addition to the services that the court may offer. Given the goal of rehabilitation and the shortage of personnel in the field, especially in the juvenile court, not to mention local budget restrictions, interested and capable volunteer people in an organized program can be an asset to any juvenile court system. It will be the purpose of this manual to outline the procedures and operations which could guide an interested court in setting up and operating its own VPO programs.

At the end of this manual are numerous appendixes which provide examples and suggestions for the reader.

ADVANTAGES AND DISADVANTAGES OF A VPO PROGRAM

The advantages and disadvantages of the VPO program are presented below to give the reader an initial opportunity to assess the strengths and weaknesses of the program. Within this context, the reader may be able to make a preliminary decision about a VPO program with reference to his particular local court, if it is a feasible program in that instance, whether minimal program support funds are available, etc.

Advantages

1. The VPO program increases the amount of total court contacts with the probationer. Using volunteers in the VPO capacity gives court personnel more information on the probationer via the volunteer who is having frequent and direct contact with the probationer, thereby improving the counseling services or any other service which the court would like to give the juveniles on probation.

2. The probationer has frequent contacts with some influential person who can fill various roles and act in a meaningful way to aid the child. By influential we mean an older person, whether slightly older in the case of college students or older in the sense of a "father figure" as is the case with most community volunteers, who will have a steady, positive impact on the life and behavior of the probationer. Regular staff can do this, too, or could, except that with caseloads of 50 or 100 or more, they rarely have the time for it. By contrast, the VPO has "a caseload of one."

The VPO can be an authority figure, guiding the probationer as to what he can and cannot do, and/or a friend, being with the probationer and giving friendly advice or counsel, or just doing things together and listening to problems the boy or girl may have. The VPO may fill any number of roles on a daily basis—helping to get the probationer a job, helping him with his schoolwork, taking him to a ball game, giving him advice on his "love life," etc.

3. There is an economic advantage, especially if the court does not have sufficient funds to hire adequate numbers of paid, professional staff. In this regard note appendix A, which describes the type and amount of services being rendered by volunteers and what it would cost the court if their services had to be purchased instead of donated.

4. The program helps take some of the probation load off the regular staff. This reduced probation load refers directly to the amount of time the probation officer or counselor will spend looking for and talking to the probationer directly. This is what the VPO does best, in our estimation, and is where he can be most effective in helping regular staff.

However, once a VPO program has been instituted, the regular probation staff cannot look forward to a 30-hour week. There are additional duties now, those of a more supervisory nature. The probation officers have to act in an administrative capacity by supervising the VPO's so that they in turn can deal more effectively with the probationer and his environment. This role shift from supervising probationers to supervising volunteers may be a bit awkward for regular staff at first, but they can adapt to it. If sufficiently motivated, the staff takes on certain training and guidance functions, especially in the APO program. Having been students themselves, and at one time novices in the field, the staff understands what the college student and community person are experiencing as they assume the duties of a VPO. Suggestions and support from the staff give the VPO's a base from which to work, and this makes up the bulk of the supervising which the regular staff will do.

5. The program facilitiates community involvment in dealing with the delinquents in the community and educates the community to local

problems. The least it can do is to bring public support for the juvenile court and its endeavors.

6. Volunteer contact with probationers is often less threatening to probationers than contact with paid court staff. Since the VPO is a volunteer, unpaid and perceived as wanting to help for its own sake, the type of relationship which develops between the VPO and the probationer is one which can be effective in a special way in terms of the goals of probation. The probationers are less threatened by the VPO's and perhaps, more willing to listen and respond to their advice.

In the case of APO's, college students, there is only a small age difference and the probationer can identify with this person as a somewhat older peer. For DPO's and APO's alike, the probationer realizes that since they are volunteers his VPO is interested in the probationer because he *wants* to help, not because he is *paid* to help. The probationers realize this and respond to the VPO accordingly.

7. Volunteers give the court an additional source of information and a different viewpoint with regard to the juvenile. Volunteers are the eyes and ears of the court, vastly intensified in comparison with what they would be with only a small regular staff.

A VPO program provides the court with a contact to the probationer's family and other environmental influences which otherwise might be less accessible. Via the VPO's time commitment and involvement, the probationer's life circumstances, school, home, peers, etc., may be more completely known. In Boulder the VPO spends at least 1 hour per week with his probationer. Normally, the one visit each week involves several hours of direct contact with the probationer. Because of the size of the normal juvenile probation caseload, one visit of several hours a week is usually more than the paid staff of a court have time for in the regular working week. Any information about the family, school or peer group of the probationer, can be relayed to the supervising probation officer via weekly reports, personal visits, or phone calls. This type of in-depth information coming into the court on a regular basis, is not usually available in a juvenile court setting.

8. In the case of college APO's, there is a smaller age differential between the probationer and his court contact which, it is felt, often results in a more relaxed atmosphere and beter communication.

9. One latent function of an APO program is that the court acts as a training ground and a selection agent for those people who may desire a career in the field of corrections. From general knowledge and a recent survey of ex-volunteers, we find that a number of VPO's go on to work as professional probation officers or in a closely related area. We know of at least a dozen who have done so. In Boulder itself, two out of the four regular probation staff came up through the APO program at the university. Actually, whether professionally interested or not, it is a valuable learning experience for all volunteers, which is bound to make them better citizens.

Problems and Disadvantages

1. This program does cost some money or its equivalent in staff effort. First of all there is some staff time spent with volunteers which might

otherwise be spent performing regular or more traditional duties as probation officers. The ratio of staff supervisory time to volunteer time contributed varies from 1 to 5 to 1 to 10. Training, orientation and counseling of volunteers also consumes staff time.

Other expenses are small—identification cards, paper for report forms and registration forms, etc. (All these will be explained later in this manual.) The total amount of volunteer program support costs to the court are estimated to range from 5 to 30 cents per volunteer hour. (See Scheier, et al., *Using Volunteers in Court Settings: A Manual for Volunteer Probation Programs.*)

2. Even after careful screening there is a possibility that some volunteers may create a negative image of the court in the community, and be a negative influence on the probationer. It is possible that a VPO may get in trouble with the police or involved in some scandal or lead a personal life which is unbecoming to an employee of the court. These people should be relieved of their duties as soon as possible when such situations arise. It should be emphasized that these incidents do not occur often, and are not troublesome if supervision of the program is effective. As mentioned before, good screening is the best method available to prevent such incidents.

3. By involving an additional person with the probationer, extra communication problems can be created. If the regular probation officer or VPO intends to reprimand the probationer, one must inform the other. If the probation officer learns of something regarding the probationer this information must be relayed to the VPO and vice versa. There is no single solution to this problem, but in our experience, when it is possible, the probation officer should work through the VPO when dealing with the probationer. This improves communication and prevents the VPO being left out of the action and decisions about his probationer. The VPO must, in turn, keep the regular staff person informed of his activities with the probationer and relay regularly any useful information to the probation officer under whom he is working.

A special kind of communication problem can develop if the VPO is expected to report probation violations of his probationer. Loyalties to the probationer on the part of the VPO may sometimes be stronger than his loyalties to the court. Some VPO programs across the country allow the VPO to keep certain confidences, however, and in these instances this particular problem would not arise. If the VPO is expected to report violations he should have a thorough understanding of the reasons for this requirement, i.e., ultimately in the best interests of the child, rules of the court, etc.

4. Staff people become administrators as well as probation officers and undergo role changes due to implementation of volunteer programs. Again, this transition can be made with proper understanding of the necessity of the change by all parties concerned. Also, be sure you clearly allocate time to staff for their volunteer-supervising duties. Do not expect them to fit it in somehow in an already overcrowded schedule.

COURT AND COMMUNITY CONDITIONS WHICH WILL HELP TO START AND OPERATE A VPO PROGRAM

In our experience, there are several elements in any community and court structure which are conducive to the operation of a VPO program. If any or all of these conditions are present, the establishment and operation of the program should be made easier.

Court

The most important consideration is the court itself. The philosophy of the judge, attitude of the staff and the facilities available, should all be favorable to start a VPO program.

With reference to the judge, he should feel that delinquents, in the vast majority of cases, can at least potentially be dealt with in the community by local resources which are available. If the judge sees incarceration as the answer to juvenile problems, then extensive use of probation, using VPO's or anyone else, will probably not be viewed as an effective answer to juvenile delinquency. In addition to this, the judge and his staff must see room for improvement in the circumstances of the regular probation period. They should *not* be satisfied with the amount of services which realistically can be provided by (a) the regular staff, and (b) probation-related agencies, e.g., mental health, welfare, etc. This dissatisfaction coupled with the desire for improvement of the situation may be sufficient impetus for the beginning of volunteer programs.

The staff should be able to find enough time to supervise VPO's as well as to handle some of their own regular caseload. The staff must have attitudes which will be accepting of subprofessional aid to their probationers. If staff feels that professional probation officers are the *only* ones who can rehabilitate probationers, then VPO's will not be able to operate in that setting. The staff must be willing to accept the role of supervision of VPO's and meet with them to offer guidance and suggestions. In short, the staff must have faith in the ability of professionally supervised laymen to be effective treatment agents for probationers. It must be stressed that without real staff acceptance and support, the program can cause interpersonal conflict among the staff, eventually resulting in the failure of the program.

If recruitment of college students as volunteers is done in criminology or juvenile delinquency classes, as is the case in Boulder, the APO's can be viewed as preprofessionals in the field since many of them will go on to be probation officers. Selective recruiting procedures, if desired, can choose only these preprofessional types—people who express that they are interested in probation work after graduation, to be used in the court as VPO's.

Again, facilities should include a small amount of money which can be made available for program support—materials and other incidental expenses. These are essential to the running of the program and its evaluation.

Community

It has been noted that the size of the community, and more important, the attitude of the community toward delinquents and their handling, are crucial when starting a volunteer program. A smaller town of less than 10,000 may have an attitude about delinquency which makes the use of volunteers difficult to achieve. Thus, if the town is small enough so everyone knows everyone else, it may be feared that volunteering and working with a juvenile may make it obvious to the VPO's acquaintances that the juvenile is a delinquent. This makes the probationer visible and his family may perceive of the volunteer as prying into personal family matters, etc.

If the community favors a punitive and custodial approach to the handling of delinquents, the VPO program may be viewed as pampering the juveniles. It is also possible that a town does not perceive of delinquency as a problem in its area.

We are not saying all towns with a population of less than 10,000 will be unable to start a VPO program.[1] However, in our experience smaller towns may have a more difficult time of it.

College or University

In Boulder, we have the university as a resource for volunteers in many capacities. While we have used the university a great deal, it should not be viewed as a prerequisite for starting any program, even a VPO program. In Boulder County, many of our volunteers are DPO's from the community, in no way connected with the university. However, the presence of a college should offer an opportunity to use professional as well as student volunteers. Professionals in the academic setting can provide suggestions and direct aid in recruiting, evaluation, and supervision. Many communities in the country have access to some institutions of higher education. Once the program is initiated, a college can supply volunteers, on a regular basis with a minimum of special recruiting effort.

Key Persons

It is advisable to have at least a few key recruiting people because they are a great asset to the recruiting effort. Key persons need not be volunteers, per se, but their function is to recruit only, offering no direct services of their own to the court. In this instance they may be viewed as resource people, with influential and widespread contacts in the community. A key person is an individual who is not a member of the court staff, lives in the community, is sympathetic with the aims of the juvenile court and will work for the realization of these aims by helping to recruit others.

Using Boulder as an example of a court with optimal conditions, we find that a VPO program will probably function best when there are present: (1) A court with a philosophy and set of attitudes which include rehabilitation in the community, a reluctance to incarcerate until all other avenues have been explored, and a belief in the value of lay volunteers; (2) medium-sized or larger community which has an interest in and proper perspective of its delinquency problems; (3) a college or university available as a resource; and (4) a key person or persons who can act as a liaison between the community and the court. Actually, only the first of the above four is considered as essential. The factors of size and the presence of a college are not unique to Boulder, and we are not saying that a VPO program will fail without them.

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[1] Hastings, Mich. (population 7,000), Kalispell, Mont. (population 10,000) and Longmont, Colo. (population 15,000) have VPO programs, although we know of few other towns that small which have them. At the other extreme, there seems to be little problem. The Denver metropolitan area (population 1 million) has three thriving VPO programs, at least one of which functions in core city areas.

VPO-type programs are known to be in operation in Ferndale, Hastings, and Livonia, Mich.; Eugene, Oreg.; High Point, N.C.; Denver, Boulder, Longmont, Durango, Brighton, and Golden, Colo.; Washington, D.C.; Philadelphia Pa.; and Lincoln, Nebr. No doubt there are several others who fit the definition of VPO more or less closely.

ESTABLISHMENT AND OPERATION OF A VPO PROGRAM

The following is a step-by-step chronology of procedures which should aid an interested court system in establishing a VPO program. It represents the operation in the Boulder court but is subject to adaptation to meet the needs of courts in other communities.

Recruiting

(See *Using Volunteers in Court Settings: A Manual for Volunteer Probation Programs,* ch. 3.)

The recruiting of volunteers falls heavily on the existing staff in the court. The judge, the probation staff and others, all must do their part. The judge and the staff are always involved in public relations work. They are in contact with civic organizations, the schools, the police and welfare. These contacts can be used to spread the word about the need for volunteers and the type of work available.

Recruiting requires an active effort on the part of staff. Key persons must be developed and speeches must be given. This is the beginning of any volunteer program. Recruiting methods range all the way from formal speeches given by the judge, to good news coverage and even advertisements in the paper for people who want to "work hard for no pay." All seem to get some positive reaction and should be employed judiciously in combination.

There are three major sources for volunteers in the ideal community: (1) A college or university; (2) key persons in the community; and (3) civic organizations in the community. While these by no means exhaust all the possibilities, they provide starting points in seeking volunteers. It should be emphasized that each community is different and, therefore, the judge is most important in deciding on effective procedures in approaching the public in his own community.

(1) *College or university.*—If a college is available, a good place to start recruiting is in the area of the social sciences, specifically sociology. Other disciplines such as social work, law, religion, psychology, and guidance should not be overlooked. At least one of each of these sources provides volunteers for a VPO type program in some court across the

Nation. In this context a particular professor teaching courses which bear on the subject matter of juvenile delinquency, criminology, deviant behavior, or social problems could be approached. From these courses, volunteers may be solicited. In the Boulder court, APO's receive 1 hour of academic credit which counts as field experience added to the regular course.

Credit has not always been given and this should be considered optional. A VPO program can be, in our experience, quite successful without credit being given. The common element is the court work as field experience which can be a valuable part of any regular lecture course. There are some advantages to university-based volunteers in that there will be a regular supply of volunteers year after year. Also, the course acts as a built-in control over the volunteers while providing them with a theoretical framework in working with the probationer. If the course is only for one semester, try to get the VPO's committed for an entire school year, nonetheless.

Some colleges have student volunteer organizations which are designed to assist agencies and institutions in the college community. These student organizations can be very useful as a source of volunteers in addition to the class situation mentioned above. There are over 50 college organizations of this type across the United States which provide services to the surrounding communities. Less formal extracurricular channels are also open for recruiting volunteers, such as fraternities, sororities and other college social or service organizations.

In summary, there are two types of college student volunteers—"coursework volunteer trainees" and "extracurricular volunteers." Both can perform the duties required of VPO's, and in Boulder they have both been used.

(2) *The Key Person and the Friendship Chain.*—The above section refers to the use of college students in what Boulder terms an APO program. This section applies both to APO and DPO programs, especially the latter, since these volunteers are usually members of the community and its organizations, and not college affiliated.

The APO program, using college students, and the DPO program, using community volunteers, necessarily require different recruiting procedures. The DPO program recruits its volunteers from many and varied sources. Many different techniques for recruiting are necessary if these sources are to be tapped effectively. The possibilities are endless and innovation and initiative are desirable.

If there is an individual in the community who is a "key person" in the previously described sense, he can do a lot for recruiting right from the start. Recruiting, however, need not be limited to a key person. The judge's wife, the probation officer's brother or friend, a secretary's husband, the friend of any court person, including a veteran volunteer—all may provide the links in a "friendship chain." The friendship chain is a reality and has served as a prominent recruiting method in the Boulder court. Generally, the chain operates by a person telling a friend about the volunteer opportunities available in the court, who in turn tells his friend, etc. Approximately 50 to 60 percent of the volunteers recruited for established programs come to the Boulder court in this way. This method may at first seem slow and laborious, but as your programs grow, so does the number of your friendship chain recruiters. One person telling another soon becomes a powerful, steady, and reliable recruiting resource.

Informing people of the possibility of volunteering is not the same as convincing them to come on in. Nevertheless, the friendship chain can be an effective method of recruiting and should be utilized to its full potential.

(3) *Civic Organizations.*—In each community there are organizations which have as a major or at least auxiliary purpose, community aid and service. These organizations can become involved in a VPO program in a number of ways. They can provide volunteers, money for running a volunteer program, or materials and services needed in the operation of a program. Whatever their roles, they will have to be approached by some court member or key person in the community and familiarized with the program and its corresponding needs. The Junior Chamber of Commerce, Kiwanis, Lions, Junior League, and churches are only a few of the examples. Volunteers can come from any source, including welfare, schools and the police, especially the professionals in these agencies. Business organizations are good resources for administrative people as well as VPO's, and well-known businessmen make ideal key persons. Again, an example of typecasting might be that of recruiting a military veteran to handle a hard-core juvenile who needs a firm hand to guide him.

The above are merely suggestions and guides, not prescriptions, and by no means exhaustive of the possibilities. The point is that there must be an *active* effort at recruiting.

Screening

Application or Registration Forms (See App. B for Sample)

Regardless of the source of volunteers, standard volunteer application or registration forms are essential. They should include the background information on volunteers which is deemed necessary by the court. The forms can serve a variety of functions:

(1) Evaluation and record keeping are served greatly by the basic information collected on the forms.

(2) Within the VPO program, assigning a volunteer to a probationer will depend heavily on the information in the application or registration form—information on the volunteer's background, interests, etc.

In Boulder, we normally assign men to boys and women to girl probationers. We try to match the VPO and probationer on interests and other relevant characteristics. With both a DPO and APO program in operation we have the option of assigning the probationer an older or younger volunteer, whichever is deemed in the best interests of the child. Some probationers need an older figure, others a younger person, if effective work is to be accomplished with the child.

Whatever the court sees as important for the assignment of volunteers to probationers should be brought out in the application or registration form and in the initial volunteer interview.

(3) If the court has more than one program, the application form can be useful when deciding program assignment. If program options are available, the volunteer may ask for a particular assignment. However, staff must make the final determination on program assignment, and the registration form is of use in the assignment of the volunteer to a program which can make the best use of his talents and abilities.

Initial Interview

In Boulder the personnel in the court feel that an initial interview with the volunteer is an essential part of the screening process. Not only does it screen, but it serves to orient the volunteer as well as provide introductory face-to-face contact.

As experienced in Boulder there are several alternate ways of handling the initial interview: (1) On the one hand, the initial interview may need to be held as soon as possible after the applicant contacts the court. For some, this is a critical period since in individual cases, interest may not last for long unless it is reinforced. In these cases, the initial interview can serve a morale as well as a screening purpose, and (2) on the other hand, the period of time between first contact and the initial interview can be used as a test of the prospective volunteer's interest and motivation. If the person has the desired amount of interest, he will continue to contact the court, thus demonstrating sufficient motivation to be a good volunteer.

Ideally, the interviewer should be that member of the paid staff under whom the volunteer will be working. However, in some cases the interviewer may be a professor or his assistant when the volunteers are members of his class. Interviewing may also be done by an overall volunteer program coordinator in the court. In any event, if the interviewing is not done by a staff member, the interviewer's decision must have the support of the staff.

The interview should point to the following objectives:

(1) Acquaint the volunteer with the court and the person in the court under whom he will be working. A court can be an ominous place for a young volunteer who has never been there before, and the same is true of adults. A friendly interviewer and an accepting attitude can make this first visit enjoyable and successful.

(2) Enable the staff member to learn the volunteer's interests, skills, strengths, or weaknesses and generally to assess the character of the interviewee, consequently determining whether the interviewee is acceptable to the court and, if so, what his assignment should be.

It is difficult to provide any simple guidelines which will insure that all the volunteers selected will be absolute successes while working with a juvenile. The things that can be said are, at this point, little more than speculation and the decision on whether to accept a volunteer, ultimately lies with the interviewer in consultation with other supervising staff.

In the case of APO's, college students, Boulder has preferred to recruit those that are 20 years or older, usually of a 3d or 4th year status in their college work. It also seems that married people perform better as APO's than do unmarried volunteers.

When recruiting DPO's, adults from the community, it appears that performance and education are related—the higher the education the better the volunteer. There are numerous other characteristics which can be assessed only during the interview. Appearance, attitudes, background, etc., all are subjective impressions the interviewer will have about the interviewee.

The above suggestions are in no way hard and fast rules for selecting volunteers. At this point, they are merely impressions which we hope will aid a court during the particular phase of starting a volunteer program. For further screening information, consult, *Using Volunteers in Court Settings: A Manual for Volunteer Probation Programs,* chapter 4. Included in this reference is preliminary evidence about the distinguishing characteristics of volunteer VPO's who later proved relatively successful and unsuccessful in their court work.

(3) Inform the volunteer as to what is expected of him and what his time commitment will be. Either tell the volunteer, or give him written material which will outline his duties as a VPO. In Boulder, written orientation material, described in the next section, is given to the volunteer, which helps define his place and duties in the court. Furthermore, it is asked that the volunteer spend at least 1 hour per week with his probationer.

(4) Collect on an interview form for the purpose of evaluation or whatever else the court desires, information which is not included on the regular volunteer application form. Perhaps, the court will want the inteviewer to record some of his subjective impressions about the volunteer for the record.

(5) If acceptable on the basis of the first interview, the volunteer will usually be given an additional interview at which time an assignment of a probationer may be made, including a discussion of pertinent information regarding the probationer. If the court sees fit, the VPO may be given full access to written records and files on the probationer if and as the volunteer wants them. The VPO should be briefed fully on the juvenile with whom he will be dealing. Any insights the staff member can give the VPO about the boy or girl, his home, family, school or other activities, should be imparted at this point. It is much easier to approach the probationer if the VPO has some idea what to expect.

Orientation of VPO's

Background Material (general reference): *Using Volunteers in Court Settings,* ch. 5). As noted above, at the initial interview the volunteer should be given some written material which will familiarize him with all relevant aspects of the court's activities, such as the nature of juvenile law, the philosophy of the court, expectations the court has for volunteer performance, job descriptions of what he will be doing and general rules and responsibilities he will have as a VPO. While there is no recipe which will guarantee success in volunteer probation work, the VPO does need some suggestions about what he can and cannot do or should and should not do when dealing with the probationer. If the program is too unstructured, the VPO may feel that he cannot handle the responsibility. Appendixes D through H present some VPO orientation material as used in Boulder. These should be looked upon as examples of what can be given to volunteers, not as rigid models to be copied verbatim. Each court has its own information, rules and philosophy.

Orientation and Training (other than written). Depending upon the orientation of court personnel and the philosophy of the judge, orientation of volunteers will vary in length and content.

When college student APO's are the volunteers, their classroom, no doubt, provides some form of orientation and a theoretical base for their work in the court. In these instances a court-sponsored orientation will deal with the more mechanical and practical knowledge, unique to the court, which the volunteer will need to operate effectively in the court setting.

In the Boulder Court, orientation is usually completed in the course of two afternoons or evenings, usually about 2 or 3 hours per session. The time selected should be when most of the new volunteers can make the orientation meetings.

1. If there is a college class or large organization which supplies volunteers, orientation can be carried out in a group situaton. In this case all court personnel, including the judge, should say a few words about some aspect of the court processes. This gives the volunteer a chance to meet the people with whom he will be involved as a volunteer, and gives him an understanding of what is expected of him by all those involved.

College students, because they come to the court as a group, start their volunteer work at the same time and usually have similar hours free. In this case, orientation and training in a group situation are easy to administer. However, they also receive individual orientation and training at a later time with the probation staff.

In the case of DPO's, community volunteers, orientation may have to be done on an individual basis because they do not enter into their work at the same time. Nevertheless, once the programs are in operation, smaller group case meetings of DPO's have shown good attendance. DPO's can also profit from regular yearly or twice-yearly APO training institutes, even if they do not occur exactly at the beginning of the DPO's term of service.

Appendix C is a written copy of a VPO orientation institute in Boulder. It can be seen that it covers topics which are generally appropriate to individual orientation (below) as well as group orientations.

2. If volunteers are recruited individually, orientation or training may have to be done on an individual basis and even group-

recruited volunteers can profit from individualized orientation. In this situation, one member of the court will probably have to do the orienting, possibly a probation officer, very possibly the probation officer who is in ultimate charge of the probationer with whom the DPO will work. This situation will no doubt rely heavily on written orientation materials handed out in advance to each volunteer. This material should be studied by the volunteer prior to the time of personal orientation contact in a group or individual meetings, as a basis for intelligent questions. However, some type of face-to-face orientation is essential, in addition to the information provided in the written background material given to each volunteer. Some of the objectives of the orientation should be—

(*a*) to provide the volunteer with a good understanding of the process the court goes through in handling a juvenile case. The volunteer should understand dependency, neglect and delinquency cases, and should understand the full range of alternatives which the court has for disposition of these cases. If the volunteer does not have a complete understanding of the workings of the court, it will be very difficult for him to function effectively as a part of its working force.

(*b*) to provide the volunteer with a clear understanding of his role in relation to the probationer and court personnel, and what the court's performance expectations are. The VPO should know exactly what his rights and obligations are, when and where and in what matters he has authority. The boundaries of the situation he will be operating in must be defined clearly if the VPO is to be effective and not interfere with the court. All this can be supplemented in the written background materials. In fact, in many respects, face-to-face orientation covers the same things as written orientation material, but in a more personal, alive manner, and with opportunity for questions and discussion.

Examples should be given of when one needs to consult with a probation officer, when to contact the probationer's parents or when to go to the school or teachers. There are several other things which should be made clear:

(i) How often the VPO is expected to see the probationer. In Boulder we require that the VPO see his probationer 1 hour a week *as a minimum*. In most instances this is exceeded greatly. We feel that this amount of contact will provide the VPO with a continuous record of the probationer's experiences which he can relay to the court. Moreover, it appears that the longer the time commitment of the volunteer, the more help and support the probationer can get from the VPO, for only over longer time periods can one hope for positive impact on the probationer's life course.

For college students, Boulder attempts to insure that the APO's keep up the weekly visits for the duration of the school year, or 9 or 10 months. It is desirable that a volunteer work with the probationer for the duration of his probation. This provides continuous treatment and consistent aid for the probationer. It is also far more convenient to the court, which would otherwise have to recruit and assign replacements.

(ii) How the VPO is to report his visits. It is mandatory in Boulder that the VPO turn in a weekly contact report explaining what transpired during the visit with his probationer. A copy of this report form is in appendix I. Supplemental reporting by phone or personal visit to the court is also encouraged, because it helps keep staff informed and allows them to ask questions if they have any. Phone or personal contacts also keep the VPO involved in the court, making him more aware of his part, and how he is aiding in this important work.

(iii) How to keep a case notebook, which will give the staff member a comprehensive account of the relationship the probationer has with the VPO—noting especially the family, school and peer influences on the probationer's experiences. This notebook is provided by the court and should have comments entered after every visit the VPO has with his juvenile. What goes into it will necessarily be determined by the court, and the volunteer's own good judgment within this framework. The notebook will eventually be put in the probationer's file, and can be used as information about the probationer in progress evaluation or any further dealings the staff has with him. In Boulder, the VPO has access to the files on the juvenile with whom he is working. He is carefully cautioned about the confidential nature of this information and how it should be used. VPO's are also encouraged to sit in on juvenile hearings to further their understanding of the court and its practices.

(*c*) to explain the nature of the information contained in the files on his probationer. It should be emphasized that the VPO is not to share any of this information with another person unless cleared first with the judge or a staff member.

Oath Ceremony

This has a dual value, as will be evident: morale as well as orientation. Swearing in the VPO's as officers of the court is seen as one of the important aspects of Boulder's program. It impresses on the volunteers their rights and obligations, and may be done in a group or individually. This also serves to make the VPO feel a part of a very important enterprise, the juvenile court. It boosts morale, initially, and gets the volunteer interested in the program from the beginning. Feeling as if he is a worthwhile functioning member of the court is important for the volunteer and should improve his performance as an unpaid member of court staff.

As a supplement to this, a useful symbol is an identification card given to each VPO volunteer. It represents him as a VPO connected with the court and as such, can be of practical use, for instance when he wishes to identify himself as a court person to law enforcement officers, or service agencies concerned with his probationer, etc.

The swearing in should be done as soon after the orientation as possible. It can actually be a part of the orientation, if desired. It may be done formally or informally, depending upon the judge and how he thinks it will have the most effect.

Initial Meeting With the Probationer and His Family

This is a crucial step in launching each volunteer on his work. In Boulder, the initial meeting with the family usually occurs in the probationer's home in the presence of the parents and probationer. The probation officer must be present to introduce the family and the VPO. This type of meeting helps break the ice, something which may not be done without the assistance of the probation officer.

There are several things about this situation which should be mentioned and which might help staff effectively manage this initial meeting with the family. First of all, the VPO may well have some small fears and reluctance upon entering the relationship, especially when confronting the family and the probationer at the initial meeting. Many of the VPO's will never have worked with a person or family on this personal basis, and consequently they don't know what to expect from either.

Second, there will be some family tensions present. The family may even resent the VPO before they meet him, and may tend to be defensive about their child.[2] The probationer will have some trouble relaxing in this situation with his parents, probation officer and new VPO present all at the same time. Again, the bulk of the responsibility for managing all the fears and anxiety present in the home falls on the regular staff probation officer.

Third, all present at the initial meeting should be as relaxed and comfortable as possible before the probation officer leaves the VPO in the home. It is desirable to leave the VPO in the home with the parents, giving him the responsibility for the situation at this point. The family and the probationer should fully understand the role, responsibilities, and objectives of the VPO. All questions should be answered if there are any. Every effort should be made to communicate the idea that the VPO is there to help.

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[2] Several courts will assign a VPO in the first place only if the probationer and his parents express, voluntarily, positive acceptance of the idea.

After this first visit, the volunteer begins to work on his own. The VPO now sets the time and place of the meetings with the probationer in almost all cases, rather than the regular staff probation officer. The second visit with the probationer might be scheduled on a more informal basis at a more relaxed location. This will help the probationer and the VPO get comfortable in the relationship, get to know one another better, compare interests, etc.

The VPO will now begin reporting to the regular staff by phone, personal visit to the court and weekly contact report forms. The more channels of communication which are left open to the VPO, the more effective he will be and the easier it will be to supervise his work.

Supervision of VPO's

Supervision of VPO's will vary with the court and with individuals. There is no simple formula for supervision which will facilitate the objectives of any particular program, but certain guidelines can be mentioned. The staff will know best which volunteers need the closest supervision and the most help and guidance with their probationer. As a rule, veteran volunteers need less, as does any volunteer who has demonstrated his capability in practice.

1. Keep the volunteers in close contact with the court. Make the relationship between the VPO and the court as warm and friendly as possible. Volunteers should be made to feel welcome and important if they are to continue their good work. Staff should not make the work of the VPO's so secondary to their own that they do not return phone calls, keep appointments, etc., when the VPO's are involved. This, along with keeping a maximum amount of communication channels open, is important. But responsibility for communication between the VPO and the court personnel is not one sided. Both parties are responsible for initiating contacts. The VPO must not be left out of the flow of information between the court and the probationer. Nor should the VPO neglect to keep the regular staff probation officer well informed on his activities with his probationer. Nothing disturbs a regular probation officer more than not hearing from his VPO, and being unable to reach him when required.

2. There is a definite need for supervision of volunteers. Regardless of age, the volunteer may lack experience in dealing with juveniles and will need guidance and support from regular staff. One way this can be accomplished is to have monthly meetings with the VPO's in small groups of five to 10. At these "case" meetings, problems in handling the probationers and problems the probationers themselves are having, can be discussed. Ideas for handling the problems can be exchanged among VPO's and staff, with staff and/or outside experts acting as knowledgeable consultants with greater experience and training in the area. These meetings give staff an opportunity to add to their information and insight about the probationer, while at the same time providing needed guidance and supervision to the VPO. Without supervision, the VPO may forget about the objectives of the court and work with the probationer in a way of which the court would not approve. As mentioned before, the type

and amount of supervision will vary with each VPO. Only in rare instances can the VPO be given complete freedom and still perform effectively in the best interests of the probationer and the court. The proven veteran VPO, as previously noted, will naturally be entrusted with more responsibility for proceeding on his own.

3. Evaluative feedback to the VPO's is also needed. Report forms on visits, the notebook, and time spent in the relationship, all represent VPO work which can be evaluated. (See ch. 7 of *Using Volunteers in Court Settings: A Manual for Volunteer Probation Programs.*) Volunteers receive no monetary reward and, perhaps, little personal reward from their probationers. It is the responsibility of the court staff to take an interest and provide the VPO with comments on his efforts. This may be the most effective supervision device the court has, if used efficiently. This procedure can also be good for morale. Yet, it can also be the easiest part of the program to ignore. This evaluation of efforts makes the difference between active volunteers and "dropouts" in many cases. It is easy to lose interest without some form of recognition being made of the work the volunteer is doing, and the kind of evaluative feedback which says to the volunteer, "we take the trouble to commend and criticize your work, because we think it is important." Note that if the volunteer appears not to be doing well, constructive criticism can help him improve his work and merit your praise next time around. Staff disapproval expressed merely with cold silence does nothing either for the VPO or for staff.

4. Recognition can be accomplished in many ways. One is to have a picnic or party where the volunteers are brought together and given some tangible reward—perhaps a lapel pin or a certificate of merit. Other avenues of recognition and morale might be monthly coffee hours held at the court, parties or a special recognition day for VPO's and other volunteers in the court. When a staff member has to give a talk or speech at a club or luncheon, a volunteer may be taken to tell of his activities in the court. This serves a dual purpose—effective recruiting and recognition of outstanding VPO's. An active personal interest in the volunteer on the part of the court will produce compliance and agreement in the volunteer and in the long run reduce the amount of supervision necessary. Boulder gives a "Certificate of Merit" to each VPO at or near the end of his service, or after long and distinguished service. We have found that this form of recognition is very meaningful for our volunteers.

5. One precondition for good supervision is adequate recordkeeping. If there is a large program, this may be the best way of determining how the VPO's are doing. Visitation reports are one excellent source of information which can be used as a supervisory supplement. Good recordkeeping will also enable evaluation of patterns of relationships. It can also result in better selection of volunteers in future years. Either an organized research effort or good recordkeeping is essential. Not only is it an adjunct to supervision but it reveals current weaknesses of the program and suggests new, alternative routes which can be taken to improve it.

THE VPO-PROBATIONER RELATIONSHIP

The relationship between VPO and his probationer should reflect the philosophy of the court with the individual volunteer's own philosophy subordinate to that of the court. If the VPO is a college student, then the age difference between him and his probationer will not be great. This is desirable, for often the probationer can perceive of him as close to his peer group, and this often helps establish rapport between them. In the case of a DPO, the age difference may be greater, but since the VPO is a member of the community he may know better how to utilize the local facilities and opportunities for the rehabilitation of his probationers. In both instances the VPO is an "unpaid employee" of the court and its policies are his. This should be emphasized from the beginning of the VPO's contact with the court.

If rapport is established and the VPO is committed to and enthusiastic about his probationer, the probationer may begin to identify with the VPO. Often the probationer has never really known a successful person before, and this identification with a new role model is effective in defining situations differently for the probationer. New values begin to be established. The probationer, recognizing that the VPO is an officer of the court, also realizes that he isn't doing this for "pay" and begins to sense that there is a different motivation on the part of the VPO—that perhaps someone cares about him for his own sake. Often, this is unconscious on the part of the probationer, but occasionally in the Boulder Court, these matters have been discussed by the probationer and his VPO with healthy results.

The dual roles of probation officer and friend which the VPO assumes in the Boulder Court are sometimes difficult to reconcile. It is required in Boulder that the VPO be responsible to the court first, and the probationer second. This division of loyalty can become very difficult for the VPO, especially when the relationship with the probationer develops into a strong friendship as it often does. The VPO may begin to wonder if he should report probation violations to the court. If reporting of violations is part of the VPO's duties, the court staff may resent not being informed of these violations, especially if the staff members find out about them at a later date, as they often do.

In some instances, VPO's may perceive of the reporting of violations as betraying the trust and confidence of the probationer. Any volunteer who feels uneasy reporting these violations might have it explained to him that if minor violations are reported on a regular basis this may prevent more serious future trouble when these minor incidents are reported and corrected immediately.

As mentioned earlier, the role the VPO plays, whether that of friend, authority or a combination of both, will depend on the philosophy and attitudes of the court personnel. In Boulder, it is felt that this combination of authority and friendship is the most efficient way to achieve the goals of the court while the juvenile is on probation. Once necessary authority is established, friendship and respect can develop. Often it develops even better under such conditions when the probationer perceives that the VPO cares about him, but cannot be manipulated.

Most other courts across the Nation do not define the role of the VPO in quite the way Boulder does. In Ferndale, Mich., the VPO has more of a big brother role, without much stress on authority. In Lane County, Oreg., the case aide has still another role to play. For further elaboration of the alternatives see the *"National Register of Volunteer Jobs in Court Settings—1967,"* pages 43–51, and appendix J in the present manual. Further detail can be gotten by writing to those courts listed in the directory, "Volunteer Courts in America."

Whatever the role, the VPO, working closely with his probationer, often is in a better position than the professional staff, to see that certain probation regulations might be changed. If such a situation occurs, he discusses the matter with the court staff, who in turn, might initiate the change. The VPO thus does have discretion and is able to assert his own ideas at the same time he adheres to the policies of the court. The VPO often is not perceived of by probationers as the same kind of authority figure as that of the professional staff. For apparently just this reason, there have been occasions where the families of probationers have sought the help and counsel of VPOs when they would not ordinarily approach regular staff.

The relationship between the probationer and his VPO is similar to many other relationships in that they are difficult to prescribe or define exactly. Occasionally they are sensitive and fragile, and the VPO should then be alert, mature, and skillful in handling them. One might generalize by saying that the use of VPO's itself is suggestive of a certain attitude on the part of the court—that of being willing to be innovative and rehabilitative, in the sense of using probation generously. The VPO then is answerable to the court and at the same time able to be somewhat creative in his role. This is particularly allowable and desirable when the VPO has proven by past performance that he merits latitude in definition of his role, and the determination of his own initiatives.

CONCLUSION

Throughout this manual, two types of programs have been referred to as they are operated in the Boulder Juvenile Court. The APO program, using college students as volunteers, and the DPO program, using citizens in the community, are the two programs referred to most often. It should be understood that there is no competition between these programs. On the contrary, if a community is fortunate enough to have both programs they can complement one another. For instance, it is quite possible that certain probationers' needs will be filled best by a DPO who is older and more mature, instead of a younger college student. Both programs have their strong points and it is their efficient use in combination which makes them successful. Adult misdemeanant courts will naturally have to concentrate on somewhat older VPO's, usually at least a few years older than the probationers themselves.

Some communities will, no doubt, only have one of the programs. In these instances, the more diverse and heterogeneous the types of people recruited, the better the chances that probationers can be matched to a VPO who will be most helpful while the probationer is on probation. This of course, excludes all applicants who lack the necessary character, stability, maturity, and motivation.

While it is felt in Boulder that the VPO program works best in conjunction with other types of volunteer programs, e.g., group discussion and tutoring, it is not necessarily the case that other programs must exist to make the VPO program a success. Many courts currently depend on only one program of the VPO type.

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APPENDIXES

APPENDIX A

(1) History of Volunteer Programs in the Boulder Juvenile Court—1967

Five years ago, Judge Horace B. Holmes of Boulder, began a significant experiment in community self-help: the use of unpaid local volunteers to work with juvenile offenders, correctively and preventatively. It was further expected that these expanded services would enable us to work out at the local level many juvenile problems that formerly were "solved" by sending a youngster to a State institution.

Juvenile Officer John E. Hargadine and Dr. Gordon Barker soon joined Judge Holmes in this work, and today in this county of 100,000 people, 200 volunteers contribute unpaid service in 35 widely varied job categories. At present, these good citizens donate about 1,500 hours a month to the juvenile court, and the 1967 yearly total is expected to be 20,000 hours of volunteer service. It should be emphasized that the vast majority of these services would never exist at all without volunteers, for a staff of only four, no matter how extensive their academic and experience background, can do just so much and no more. Roughly, the difference is between a staff of four and a staff of 204.

In terms of human values, volunteer services are beyond price, but it is instructive to estimate what they would have cost, if the court had been obliged to purchase them. Conservatively, the dollar value is $40,000 in 1966, and expected to rise to $55,000 in 1967. In both cases, this is more than the regular juvenile court budget in Boulder. In fact, we believe no realistically possible local or State budget would ever have permitted this range and intensity of services in the first place; by way of illustration, we currently have more volunteers than we do juvenile probationers—better than one-to-one attention.

The cost to the court has been about a penny an hour in direct volunteer-support expenses, but in addition, a high caliber of regular staff leadership is necessary. Huge untapped human resource that they are, volunteer services nevertheless have to be worked for, developed, and properly guided by regular staff.

On more matter of real economic significance. Boulder County has been the lowest among the 10 most populous Colorado counties, in per capita juvenile institutionalization rate (State industrial schools) ever since our volunteer programs began, and we started being better able to work out our juvenile problems right at home. The savings to our State government, while impossible to state exactly, have been substantial. The same may be said for local government. It costs about $6 a day to keep a juvenile in juvenile quarters. Though only just getting underway, our volunteer foster parent and attention home programs saved at least 250 child-days in local jail last year. Beyond the human savings, the cash savings were at least $1,500 in jail expenses for our county government.

Who are the volunteers? They are local men and women, ages 16 to 60, coming from all kinds of religious, political, and educational backgrounds, and from every walk of life. It is the rule rather than the exception that for this opportunity of community service, they are as grateful to us, as we are grateful to them. Indeed, why should we ever have supposed that the motivation to public service which makes Peace Corps and VISTA worthwhile as full-time volunteer efforts in our country, suddenly ends in later years, when a person has only part of his time to give to such service? *The problem is only that not enough opportunities have as yet been opened up to meet citizens' real desires for part-time volunteer service in their own home community.* Rarely has Boulder had to recruit actively the high-caliber people we "employ"; more typically, we are kept busy trying to stay a job-opening ahead of the good people who come forward on their own initiative to request volunteer work, and we actually have a fairly sizable "waiting list" of volunteer applicants, most of the time.

What jobs can court volunteers perform? If there are purchasable rehabilitation services which unpaid volunteers cannot provide, we have not yet found them. For example, Boulder Juvenile Court volunteers have filled the following jobs during the past year, all without charge to the court.

Advisory council member.
Administrator (various programs).
Assistant probation officer (APO).
Audiological testing.
Babysitter (for other volunteers).
Case conference leader, with regular probation staff.
Clerical (collating, filing, etc.)
Clipping service.
Cooperative research of use to court.
Court foster parents.
Counseling, therapy.
Data analysis.
Deputy probation officer (community APO).
Detached worker.
Donations of money or materials.
Equipment-building.
Group discussion leader.
Home and school investigations.
Legal services.
Liaison with other agencies.
Librarian.
Medical services.
Ministerial services.

Optometric testing, analysis, and retraining.
Psychological test administration.
Psychological test scoring.
Psychological test interpretation.
Public relations (editing, writing newsletter or brochures, taking pictures for brochure).
Receptionist (attention home).
Recordkeeping.
Sewing classes.
Tape recording abstraction and analysis.
Transportation (juveniles, volunteers).
Tutoring—academic, special courses for probationers; e.g. marriage and family.
Typing—secretarial.

Clearly, the variety of jobs is enormous, and job placement can be suited to the background of the volunteer, his previous training, the level of responsibility at which he wishes to contribute, etc. Not incidentally, some of the volunteers are professionals and function as such; others serve in various less demanding positions. Most of the volunteers work directly with juveniles, but many others provide support for these functions in various administrative, coordinative capacities. Thus, the extra work which the use of volunteers necessarily creates, can itself be absorbed by other volunteers.

What we originally intended, was positive rehabilitative, correctional and preventative impact on juvenile offenders, but volunteers also prove to have a very important effect in another direction: educating and alerting the community to the problems of juvenile delinquency. When 200 dedicated people start telling their friends, carrying their awareness over into the other organizations and agencies to which they belong, a powerful positive influence is at work in the community-at-large, and we have seen many evidences of this. (Not incidentally, most of our present community volunteers were recruited by other volunteers.)

But positive effect on juveniles, through volunteer-expanded services, remains the basic goal and we must not assume that volunteer programs are a success just because they make us adults "feel good"—feel like we are doing something. Absolute proof is hard to come by in this area, and to enable intensive study, the court has accepted a Federal grant. We are investigating indices of impact such as lower institutionalization and recidivism rates for juveniles, improved school grades and deportment, ability to hold jobs, changes in the youngster's attitudes and in the attitudes of others toward him. Results thus far are encouraging but far from complete. When they become fully known, reports will be made available to interested public officials.

(2) Statistical Analysis of Volunteer Programs (through December 15, 1966)

Volunteer program-building projects had occurred for several years prior to 1966 and are expected to continue for many years thereafter.

1. Basic growth data

	Project[1] baseline, Feb. 1, 1966	*10½ months later, Dec. 15, 1966*
Number of volunteers (active)	66	167
Number of programs	6	18

This figure includes 14 ongoing programs, 2 dormant, 2 auxiliary (see below).

[1] Refers to Boulder County Juvenile Delinquency Project. All instances where the word *Project* is used will carry this reference.

2. Program analysis as of Project Baseline, Feb. 1, 1966

Program:	*Volunteers*
Assistant probation officers	43
Deputy probation officers	4
Assistant probation officer (special)	1
Group discussion leaders	8
Testing	2
Temporary court foster parents (4 people or 2 couples; 3 other have served and are on call)	4
Postdelinquent adviser	1
Graduate student therapist	1
Professional assistance	2
	66
Minus 2 names included twice above	−2
Total contributing services	64
Total contributing funds[1]	+2
Grand total	66

[1] 1 of these is a trust fund established by a woman now deceased.

3. Current Program analysis as of Dec. 15, 1966

Program:[1]	*Volunteers*
Assistant probation officers	35
Deputy probation officers	10
Group discussion leaders (includes 2 assistants)	7
Testing	4
Temporary court foster parents (or 1 couple: 6 other couples and 3 other single women are on call)	2
Administrative support	3
Detached worker	1
High school advisory council	22
Library and clipping service (includes 1 consultant)	3
Court newsletter	1
Preventative court	1
Tape exchange	2
Tutors (Boulder)	33
Tutors (Longmont)	9
Church referral	1
Total	134
Minus 5 names included twice above	−5
Total contributing services	129
Family living	2
Babysitting (dormant)	2
Total	133

See footnote at end of table.

	Volunteers
Attention home (auxiliary) (estimate)	12
Work program (auxiliary) (estimate)	10
Total	155
Professionals willing to provide their services: e.g., lawyers	9
Total proffering volunteer services	164
Total contributing funds	3
Grand total as of 10½ months after project began	167

[1] Frequently the line is not sharp between "job" and "program" (under which several distinct jobs may be included). See job list below. Other program structures now existing, but not mentioned because they crosscut categories above, especially, "professional services", and/or have not yet been taken over by volunteers on an operating basis are: cooperative research, case conferences, adult advisory council optometric testing and retraining, Court Development Fund, etc.

4. *The following are the some 30 distinguishable jobs filled by volunteers during the first 10½ months of the project. Sometimes a volunteer fills more than one job, a program includes more than one job, and a given job exists in several different programs*

Advisory Council member.
Administrator (various programs).
Assistant probation officer (APO).
Babysitter (for other volunteers).
Case conference leader, with regular probation staff.
Clerical (collating, filing, etc.).
Clipping service.
Cooperative research of use to court.
Court foster parents.
Counseling, therapy.
Data analysis.
Deputy probation officer (community APO).
Detached worker.
Donations of money or materials.
Equipment—building.
Group discussion leader.
Legal services.
Liaison with other agencies.
Librarian.
Medical services
Ministerial services.
Optometric testing analysis and retraining.
Psychological test administrator.
Psychological test scoring.
Psychological test interpretation.
Public relations (editing, writing newsletter or brochures, taking pictures for brochure).
Receptionist (attention home).
Recordkeeping.
Tape recording abstraction and analysis.
Tutoring, academic, special courses for probationers; e.g., marriage and family.

5. *Estimated monthly volunteer contributions by hours and source*

Month	Dr. Barker's class (APO)*	Clearing house and other university (mainly APO and later, tutor)	Community	Monthly totals
January	140	355	395	890
February	140	355	395	890
March	140	355	395	890
April	140	380	405	925
May	140	420	420	980
June	10	250	450	710
July	10	340	500	850
August	10	340	500	850
September	50	340	700	1, 090
October	240	500	500	1, 240
November	240	500	400	1, 140
One-half of December	75	400	300	775
Totals, 10½ months	1, 335	4, 535	5, 360	11, 230

*These figures do not include 2,000–2,500 hours of grievously underpaid (i.e., quasi-volunteer) APO emissary time in summer, 1966.

NOTES.—(Referring to par. 5.) Some major fluctuations occur because most APO students are away for the summer. However, the general trend is upward, exceeding 1,000 hours per month the past 4 months, and trending clearly toward 1,500 hours per month by the year end.

	Hours
Projected project year total:	
Volunteers	13, 500
Quasi-volunteers (APO emissaries)	2, 000
Total	15, 500

In the largest sense, these services are beyond price, but some perspective can be gained on the magnitude of contribution by estimating what the court would have to pay were it to purchase such services. A number of the jobs performed by volunteers are in the $1- to $3-per-hour range, e.g., babysitter, clerical, receptionist, secretarial, librarian; a number of other volunteer services, at the professional level, would command higher fees, in the $5-25-per-hour range, e.g., services of tutors, lawyers, optometrists, social workers, psychologists, etc. An overall average of $3 per hour seems fair if not conservative. Multiplied by 13,500 pure volunteer hours, *the value of volunteer services to the court this year* (had the court purchased these) *would be $40,000.*

The direct cost to the court was about $400 or $0.01 an hour, in support expenses such as materials, taxi fares, babysitting fees, etc. *The cost to the court in terms of staff time,* for the volunteer plus quasi-volunteer total of 15,000 hours, *is estimated at about 700 to 1,000 hours over the year or somewhere between a 1:15 and 1:20 ratio to the volunteer time.*

At least two-thirds of total staff contribution was from juvenile officers rather than project staff (where the emphasis was on evaluation and action analysis).

6. *Estimated monthly contributions, program by program*

(*a*) APO and tutor programs—have ranged from 100 to 700 hours per month.

(*b*) General administrative support, foster parents, DPO, group discussion, high school advisory, psychological testing—approximately 50 to 100 hours a month.

(*c*) Other programs—ranging below the above figures.

7. *Flow and turnover of volunteers, Feb. 1 through Dec. 15, 1966*

	Volunteers
Number at beginning of program	66
Number now involved	167
Number who have made a terminating or other contribution not now involved in program	32
Inquiries but no followthrough	6
Inquires with real intention of working but never for some reason	45
	316
Plus known dropouts	30
Grand total flow over 10½ months of initial grant period	346

8. *Composition of volunteers at February Baseline and at Dec. 15*

	Feb. 1	Dec. 15
University students	45	65
Community	21	102

	Feb. 1	Dec. 15
Males	43	95
Females	22	72
Information not available	1	....

Ages	Feb. 1	Dec. 15
15 to 17	1	25
18 to 20	44	66
21 to 30	9	14
30 to 40	9	49
40+	3	13

NOTES.—Some "Community" volunteers may still be connected with the University in some noncentral way; e.g., not as a student, and this is understandable when it is considered that about one-quarter of the Boulder area population are University students;

Volunteers generally are primarily Caucasian, of European stock; from surnames and other evidence, perhaps 10 are Spanish-American, Oriental, or Negro. What would normally be called middle class is of virtually total predominance.

9. *For the year 1966 (as of Dec. 1, 1966): Number of major programs participated in exclusive of testing*

Number of programs	Number of probationers participating				Program placements
0	35	×	0	=	0
1	33	×	1	=	33
2	27	×	2	=	54
3	13	×	3	=	39
4	17	×	4	=	28
5	0	×	5	=	0
Total	[1]115				[2]154
Average number of program participations per probationer:					
Exclusive of testing					1.34
Allowing for 30 recent program assignments not yet fully filed. Including testing[3]					1.60 2.60

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[1] Persons (as of Dec. 1 records);
[2] Program participations.
[3] All Juveniles pass through the 4-hour testing program, at input.

APPENDIX B

(For Office Use Only)

Referred to: ____________________
Date: __________ By: __________
Programs: ____________________

BOULDER DISTRICT COURT, JUVENILE DIVISION

Volunteer Registration Form

It is a normal part of court procedure to reserve the right to make such checks as we deem appropriate on the suitability of any new worker, for the important responsibility of work involving juveniles. This applies to professional and volunteer staffs, quite naturally, since it is our policy to treat volunteers with all the consideration given professionals.

We trust you will understand this in the spirit intended. Any checks will be made in a manner designed not to cause you embarrassment, but please feel free to discuss this matter further with any court authority, before proceeding with arrangements for volunteer service.

Name: ____________________ Date: ____________________
Address: ____________________ Home phone: ____________________
____________________ Business phone: ____________________
Home address (if different): ____________________
Date of birth: ____________________ Sex: ____________________
Marital status (circle one): S M W D
Children and their ages:
____________________ ____________________
____________________ ____________________
Education: Do you have a high school diploma? Yes ______ No ______
College Years Degrees Major/minor areas
____
____
Present occupation: ____________________
How long have you been in this occupation? (give dates): ____________________
What is your husband's (or wife's) name and occupation?
____
What hobbies/recreational activities do you enjoy most:
____

Have you ever worked with young people before, teenagers or younger? If so, please describe this work briefly.
____
____
____

What sort of work would you like to do with juveniles for the Boulder court?
____
____

How much time per week (on an average) do you think you'll be able to spend?
____________________ How long have you lived in Boulder County? __________

Do you recall how you first heard about Boulder court activities with juveniles? One of our publications, friend, the newspaper, radio, perhaps several sources? If it was through a friend or acquaintance, we'll appreciate their names.
____

We would be interested in your ideas/views on juvenile delinquency. There is room for many points of view, and the court is sympathetically interested in trying out as many of these views as seem reasonable. Please state your views frankly. (Use the back if necessary.)

Please list any previous volunteer work you have done.

Do you have a car with public liability insurance coverage? Yes ____ No ____
If so, would you be willing to use it in juvenile court work:
In town? ________ Out-of-town? ________

APPENDIX C

Outline of VPO Orientation Institute: Boulder

The purpose of this institute is to acquaint you with the conditions, obligations, and opportunities in your work as an Assistant Probation Officer (APO) in Boulder District Court, Juvenile Division. Certain basin points may be reiterated in several contexts by Judge Holmes and the Juvenile Court staff whom you will meet as speakers at this institute. Whenever you are uncertain on any point, you should freely use the question and answer periods to clarify matters, since misunderstandings which persist into your year's work as an APO, can do a great deal of damage.

It is assumed that you have by now familiarized yourself with the written "Orientation Materials for Boulder Juvenile Court Assistant Probation Officers," or will do so at your very earliest opportunity.

Following is a rough general outline of the institute. Speakers may cover materials in addition to those listed, as they deem appropriate.

First Session: Tuesday, September 27 (1½–2 Hours)

Judge Holmes

Introductory remarks; laws relating to juveniles; philosophy and policy of this court; mention of other programs and resources available; our high expectations of APO's in terms of work with juveniles; whatever else the judge sees fit to mention.

Chief Juvenile Officer Hargadine

Intake; court judicial and program assignment procedures; the manner in which the court works with other agencies in the community; e.g., police, schools, welfare, and the assistance these agencies can provide in your work with juveniles.

Juvenile Officer George Taylor

Court expectations and obligations as regards APO's with special attention to: (i) Relationship with the child, and (ii) relationship to and handling of parents and family.

General question and answer period based on the APO's reading of court orientation material, or institute presentations thus far.

Second Session: Wednesday, September 28 (1½–2 Hours)

Juvenile Officer Charles Cameron

Attendance at APO meetings; regular filing of contact reports; APO supervision of juveniles; relationships with county outside of Boulder, i.e., police. Appropriate conduct when representing court in dealings with various community agencies.

Juvenile Officer Mrs. Osterberg

Participation of other juvenile officers and Mrs. Douglass, as deemed appropriate. Reporting procedures; frequency and content of reports; the kinds of things the juenvile officer to whom you report, would like to know about your contacts with the probationer, his family, etc.

Panel of Outstanding Veteran VPO's and APO Advisers.—Whatever these experienced APO's wish to bring out as helpful to new APO's, based on their own experiences as APO's last year.

General Question and Answer Period

Announcement of one or two additional sessions for APO's devoted to illustrative case material.

APPENDIX D

Basic Rules for Volunteers

May we welcome you to volunteer work with the Boulder Juvenile Court. Your attention is drawn to a certain crucial minimum set of rules, the observance of which is necessary when working in a court setting.

1. *Respect confidentiality at all times.*—Anything you learn or do in relation to the juvenile offender or his family is not under any circumstances to be divulged to anyone except duly authorized court people, supervising your work.

2. Whenever you have the slightest doubt as to what your legal or law enforcement obligations are, you should *check* with a supervisory person in the court. Do this immediately, before taking any action which might be seriously wrong or even illegal.

When in Doubt Ask a Supervisor Before Taking Action

3. For those working directly with juveniles and especially those in APO and DPO programs, *it is essential that court orders concerning juveniles be understood and complied with.* Most of us fully appreciate the counseling and rehabilitation aspects of our work, and there is no intent to minimize these here. On the other hand, it must be understood that in court work with adjudicated delinquents, this counseling and rehabilitation action must take place within a necessary framework of the juvenile's compliance with the requirements of law and his probationary rules.

4. We appreciate the initiative shown by volunteers in broadening services for their own juvenile (for instance, to include recreation) or also in working with friends of probationers, when these friends are not on probation. However, either kind of extension of service may tend to raise problems of coordination and community relations; therefore, before doing so, or if you have any question as to the application of this policy, please be sure to check with Julge Holmes, Chief Juvenile Officer Hargadine, or a senior professional probation officer of this court.

Be assured that your work with this court is deeply appreciated by us all. Thank you.

APPENDIX E

Directory of Information and Services for Boulder County Juvenile Court Volunteers (January 1968)

All court volunteers will want to know the resources of information and services available in the court. Please read this directory carefully, and use it as a regular resource.

A. *You'll want to know who is ultimately in charge of the juvenile probationer with whom you are working.*—Judge Holmes and Mr. Taylor have overall responsibility for Juvenile Court operations. They welcome your visits and suggestions, and will make as much time as possible available for this.

More specifically, the regular staff people listed below have overall responsibility for each youngster. No matter how many volunteers may be working with a given probationer, the threads all come eventually into their hands, and theirs is the overall policy direction for the youngster. Therefore keep in contact with them as your single most important resource. With very rare exceptions, assignments are:

(1) All boy probationers residing in the city of Boulder: Juvenile Officer Robert Hamm, 444–1422, ext. 45.

(2) All boy probationers residing in Boulder County outside the city of Boulder: Juvenile Officer Charles Cameron, 444–1422, ext. 46 or in Longmont, 776–9135.

(3) All girl probationers, wherever they may reside in Boulder County: Juvenile Officer Mary Osterberg, 444–1422, ext. 35.

(4) Any youngster, boy or girl, with whom we may be working informally, i.e., not officially on probation: Mr. George Taylor, 444–1422, ext. 40.

B. *Who are the other volunteers who may be working with your probationer?* In the present complexity of programing, there have been frequent cases where one volunteer working with a given probationer doesn't even know who the other volunteers are who work with that probationer, e.g., his APO, tutor, group discussion leader, minister (via church referral), etc. Opportunities for coordination and pooling of information are lost, and sometimes volunteers actually work inadvertently at cross purposes with one another.

If you are working with a probationer in any capacity, please make it your business to get in touch and keep in touch with the other volunteers working with him. Take the initiative if necessary.

How do you find out who these other volunteers are?

(1) The regular juvenile officer in charge of the youngster (paragraph A above) will know.

(2) As of now, we will start putting this information on the inside cover of each probationer's master file, located near the Juvenile Department secretary's desk.

C. *Background information on your probationer.*—We have a great deal of this, and you have a right to know it. Sources are:

(1) The regular juvenile officer to whom the youngster is assigned (par. A, above), is best qualified to give you the overall picture, historical and present.

(2) The master file on each probationer, located near the department secretary's desk (ext. 41) is a rich resource. Judge Holmes' policy is that, with rare exceptions, this information is open to anyone who is responsible enough and cares enough to be assigned volunteer work with the youngster. That means you. This information is entirely confidential, of course, and must be studied at the court; it cannot be taken outside the court in written form.

Some things in this master file are:

(*a*) Legal papers relating to the youngster's processing and status.
(*b*) Program assignments.
(*c*) Volunteers working with him.
(*d*) Home and school investigation report made by a Juvenile Officer, at commencement of probation.
(*e*) Psychological and attitude test results and report. (Before any conclusions are drawn from these, however, they ought to be discussed in person with Dr. Scheier, ext. 55, the volunteer court psychologist. See Mr. Taylor for permission and to arrange this.)
(*f*) As of recently, optometric and audiological screening reports.
(*g*) IQ, school aptitude, and achievement summary.
(*h*) Evaluative comments and reports by the juvenile officer and contact reports by other volunteers working with the child, e.g., tutor reports, APO contact sheets, etc.

For basic information, in concise form, be sure to utilize the court locater book, usually kept near one of the secretaries' desks downstairs in the probation department. This is kept up to date by Mrs. Marilyn Baughman (444–1422, ext. 41 or 443–5345). It is a big ledger-type book and includes on one line for each probationer: Name, address, date of birth, date of hearing, offense, detention information, disposition (probation, restitution, etc.), Agency referral if any, basic programs to which assigned, special entries such as violations and/or revocation of probation, and final disposition. The same kind of information is available on punch-hole cards which Mrs. Baughman can show you how to use.

D. *Other services for your probationer.*—It may at some point seem to you that your probationer could use services in addition to those now being supplied by regular staff and other volunteers (pars. A and B, above). If so, here is the procedure:

(1) Find out what these possible services are.

  (*a*) Be sure you know if in fact the youngster already is receiving or has received this service (from sources in par. C, above).

  (*b*) For services available within the court, read the court program descriptions in your yellow book of volunteer orientation materials. If you don't have one of these, or suspect yours is out of date, get a current one from one of the department secretaries. The Court Newsletter will also be a valuable source for the very latest program developments.

  (*c*) For services available from cooperating agencies outside the court, we have recently prepared a thorough list and description. This is the "Listing of Community Resources for Boulder County," a looseleaf binder book available from the department secretaries for study at the court—it usually cannot be taken out.

  Chief Juvenile Officer Taylor (ext. 40) also has this knowledge and more besides, at his fingertips. He is a primary resource person especially for services outside the court, e.g., therapy, welfare homes, etc.

(2) Discuss your proposal for further service assignment with the regular staff juvenile officer to whom the youngster is assigned (par. A). He, in consultation with Mr. Taylor, is the person who must make the ultimate policy decision on assignment as well as take responsibility for follow-through on the mechanics of assignment, if approved.

E. *General information and communication.*—Many exciting things are happening in the court these days, and we are making every effort to get this news and background to you. Any further suggestions will be most welcome.

(1) A Court Newsletter is published monthly with up-to-date news and views. Along with other topical material, it is available at the entrance to the juvenile offices, through your volunteer tutor program administrator or APO leader, etc. Any news items you wish to contribute can be phoned to the department secretary (444–1422, ext. 41).

(2) A certain number of volunteers who are frequently at the court have been assigned message boxes, in the room to the left as you come in the Juvenile Department offices. If you have a box, we hope you'll be able to check it for messages or materials reasonably often. If you don't have one and want one, ask the secretary.

(3) The Juvenile Court Library located in the Juvenile Department, is rapidly developing as a source of background materials on juvenile delinquency and problems of adolescence.

(4) Several times a year the court has informal coffee hours, training institutes, films, talks, or panel discussions. We hope you'll keep alert for times and dates. Probation officers and volunteer area chairmen are good people to check with regularly for this information.

APPENDIX F

Guidelines for APO's and DPO's in the Boulder Juvenile Court 1967

I. *Purpose*

To provide the university student, whose vocational interest and intent is in the area of criminology and delinquency, an opportunity to apply the acquired principles of sociology in a practical, supervised framework. The student will be provided professional assistance in gaining work experience and will share with the personnel of the court those new treatment concepts applicable to the daily functions and purposes of a juvenile court system.

II. *Juvenile Court Philosophy and Procedures*

A. General Principles:

(1) The Juvenile Court in Boulder, though a division of a Court of Record, is not an open court in terms of public participation.

(2) The personnel involved in juvenile matters share the philosophy long ago established by laws providing for separate court facilities, which protects the juveniles involved, and also the community.

(3) The court does not encourage extended periods of incarceration, except when all known and approved methods of treatment fail. Inasmuch as the cost of incarceration amounts to almost $3,000 per year for each individual, and the cost of probation supervision amounts to approximately $200 per year, incarceration is not only costly to the taxpayer, but often results in the development of attitudes by the offender so antisocial that no known rehabilitative efforts can thwart a long and violent life of crime.

(4) The court encourages the constant development and study of new methods and procedures which will not only benefit the alleged offender, but the community as well (see "Action Programs and Ideas in the Boulder County Juvenile Court System").

(5) The Juvenile Court personnel are encouraged to cooperate fully with all agencies which deal with juveniles, and to share their knowledge and skill in attempts to maintain a minimal level of juvenile crime.

B. Court of Procedures:

(1) Alleged offenders are referred by the following—

(*a*) Law enforcement officers.

  - (*b*) Public agencies.
  - (*c*) Private agencies.
  - (*d*) Parents.
  - (*e*) Private citizens.
  - (*f*) Schools.
- (2) Offenders are interviewed with parents present.
- (3) A formal petition in delinquency is filed and a court date set.
- (4) Juvenile Court hearing No. 1—
  - (*a*) Testimony by petitioner and others directly involved in the case.
  - (*b*) Statement of alleged offender.
  - (*c*) Comments and participation by parents is encouraged.
  - (*d*) Case continued two weeks for complete staff evaluation.
- (5) Presentence investigations are made—
  - (*a*) Home evaluation.
  - (*b*) Records of previous law violations secured.
  - (*c*) School reports evaluated.
  - (*d*) Tests administered.
- (6) Hearing No. 2, disposition of case, following possibilities—
  - (*a*) Finding of Delinquency and commitment to a State institution.
  - (*b*) Finding of Delinquency and sentence suspended and a period of probation.
  - (*c*) Finding of Delinquency and period of probation (under recommended program).
  - (*d*) Matter taken under advisement and alleged offender held in juvenile detention quarters for further hearing.
  - (*e*) Dismissal of petition.

NOTE.—It should be noted that restitution, fines, or other specific terms may be a part of all of the above which do not involve actual commitment.

C. Specific Programs:

- (1) Assistant probation officer.
- (2) Complete testing program in the areas of intellectual capacity and personality adjustment. (Administered after initial hearing for purposes of evaluation.)
- (3) Supervised work programs with most major communities in Boulder County.
- (4) Group discussion sessions conducted by a psychologist, members of the permanent staff, and selected volunteers.
- (5) Participation in State and local programs of constructive educational and readjustment value.
- (6) Constant research programs by staff in attempts to raise the effectiveness of treatment and reduce the rate of recidivism.

D. State Facilities for Institutionalization:

- (1) Lookout Mountain School for Boys—(*a*) Delinquents age 10 through 17.

- (2) Mountview School for Girls—(*a*) Delinquents age 10 through 17.
- (3) Colorado State Reformatory—(*a*) Males age 16 and over.
- (4) Colorado State Hospital in Pueblo.
- (5) Grand Junction Home for Mentally Retarded, Grand Junction, Colo.
- (6) Ridge Home for Mentally Retarded, Wheatridge, Colo.
- (7) State Children's Home, Denver, Colo.

III. *Functions of the Juvenile Court Officers*

A. *The Chief Juvenile Officer* Is Responsible for Overall Performance of the Juvenile Division of the Court:

- (1) Serves as court referee in the absence of the judge.
- (2) Supervises juvenile officers.
- (3) Counsels with parents and/or children regarding problems in home or community.
- (4) Works with and advises social and legal agencies in determining disposition of alleged juvenile offender or dependent child.
- (5) Makes home study for court regarding adoptions.
- (6) Files delinquency and dependency petitions.
- (7) Files required State reports.
- (8) Acts as advisory to participants in the assistant and deputy probation officer programs.

B. Responsibility of the *Juvenile Officers:*

- (1) Supervises all probation cases assigned to him by the court and the chief juvenile officer—
    - (*a*) Enforces rules of probation approved by the court.
    - (*b*) Makes home and school visits.
    - (*c*) Provides assistance to probationers in terms of counseling, employment, school, etc.
    - (*d*) Cooperates with legal and social agencies in the performance of his duties.
    - (*e*) Performs all other duties assigned to him by the chief juvenile officer.
- (2) Responsible for any presentence investigations and any information requested by the Chief Juvenile Officer.
- (3) Supervises assistant and deputy probation officers working with the probationers assigned to him—
    - (*a*) Assists personnel in selection of applicants.
    - (*b*) Makes APO–DPO assignments with probationers.
    - (c) Case supervision and review.
    - (*d*) Adviser.
    - (*e*) Program continuity and development.

C. Assistant and Deputy Probation Officers (APO's and DPO's) Are Responsible for the General Supervision of Assigned Probationers:

- (1) Keeping in continual contact with probationers via—
    - (*a*) Home visits.

    - (*b*) Field trips.
    - (*c*) Phone.
    - (*d*) School and assisting agencies.
    - (*e*) Visits to the court when requested.
- (2) Case conferences with the juvenile officers.
- (3) Submits written reports of contacts with probationers, and summary and evaluation at conclusion of cases.
- (4) Reports *all* probation violations to juvenile officers, immediately.
- (5) Attends APO or DPO group discussion when called.

IV. *APO and DPO Selection and Responsibility*

A. Assignment and Supervision of Personnel:

- (1) APO's are selected from Juvenile Delinquency (Sociology 496) and Criminology (Sociology 495) classes at the University of Colorado. They are responsible to their course instructors for their performances as APO's, as well as to the court.
- (2) DPO's are selected from the number of community people who volunteer directly to the court, and are responsible solely to the court, for their performance.

B. Responsibilities:

- (1) Contacts with probationers—
    - (*a*) Should be frequent, not necessarily regular to the point of being routine. At least one contact a week is suggested.
    - (*b*) Contacts can be made at the court, in the home of the probationer, or any area which is acceptable to the probationer and the officer. Frequent contacts at the court are not encouraged.
    - (*c*) The APO or DPO is requested to schedule a visit with the juvenile officer once each month, with the probationer.
- (2) Contacts with Juvenile Court staff—
    - (*a*) The APO or DPO is encouraged to discuss the case with the juvenile officer frequently, and should consult any or all members of the Juvenile Court staff for advice or suggestions in the event that a problem arises.
    - (*b*) Monthly meetings for APO's and/or DPO's are scheduled, at times, in order that problems may be discussed, and suggestions shared. Faculty from the university, staff members from the Juvenile Court, and community consultants are often asked to participate in these meetings.
- (3) Reports—
    - (*a*) Each contact is to be reported in writing, briefly describing observations of probationers' adjustment and problems. Weekly contact reports made out in duplicate, one copy for the probationer's file, and the other for the APO's school file at the university.

(*b*) A running account of all impressions of changes, and problems concerning the probationer should be kept in notebook form, to be turned in to the juvenile officer when the APO or DPO leaves the case.

IMPORTANT

These are guidelines for APO's and DPO's. The Juvenile Court staff has confidence that APO's and DPO's will temper these rules with the cordiality and individualism that is *crucial* to their *relationship* with probationers.

APPENDIX G

BOULDER COUNTY JUVENILE COURT

Some Things To Think About in Working With Juveniles

We realize fully that working with juveniles cannot be reduced to "cookbook" form. Much will always be left to your own good judgement. Every case has much of the unique in it and can't be handled exclusively in terms of general rules.

As a general rule, our juvenile probation staff feels that respect is the keystone in working with a juvenile offender. Your ultimate goal is a counseling type relationship. The youngster, however, will never be open to effective counseling until he respects and trusts you as a person. He will never respect you until he realizes that he cannot "con" you, and that you will not "con" him. He has very probably learned that he can in many respects "con" most of the people like yourself that he has come into contact with (school, parents, employers, etc.). You *must* be different. You *must* be honest. Never make a promise or a threat that you cannot back up. When he realizes that this situation is really "for real," then you will begin to make some progress. Within this general framework, here are some guidelines well worth your thinking about, as points of departure around which to build and organize your own personal experiences working with juveniles.

1. *Keep in Contact With the Child.*—Rome wasn't built in a day nor is a child's life rebuilt in a day. Whatever your volunteer job, be prepared to invest some time with the child. We recommend *at least* one visit a week, as a minimum. Occasional contacts are unlikely to make the kind of impression we need.

Keep in contact not only with the child but with the juvenile department. The APO, tutor or other reports you fill out on each contact with the child, are extremely important in keeping the juvenile officer in charge of the child, fully advised as to the child's progress, with you and the other volunteers working with him. *Please file and return these reports fully and promptly.* It's crucial.

Also, come in and see us as frequently as you can, with your ideas, reports, suggestions and problems. We're here to help, too, and the juvenile officer in overall charge of your youngster is the one person who has all the threads in his hands, since he alone receives reports from all volunteers and agencies working with that child.

2. *Patience. Don't Expect Overnight Miracles.*—When things have been going wrong for years and years with a child, they don't get corrected in a few weeks, or months, or even years. Indeed, the positive im-

pact of your work may not have decisive effect till long after you've stopped working with a youngster; you may never even see them.

It takes time. Even if slow progress is visible, there will be frequent setbacks.

3. *Be Ready for Such Setbacks; With Patience and the Ability to Deal With Your Own Disappointment, and Heartbreak.*—That does not mean you can't show anger-under-control as a normal human would respond to "bad" behavior. But do not vent your frustration and anger on the child; it's a very easy trap to fall into, even unconsciously. Although we all like to achieve success with a child, remember he does not *owe* it to us; he owes it only to himself.

4. *Give Attention and Affection.*—The child you're working with may never have known really sustained attention and affection, and (at least at first) he may not know how to handle it in a normal way, i.e., he may tend just to sop it up hungrily without giving in return.

For one thing, *don't expect explicit thanks and gratitude* either from the child or his parents. Even if the child feels it, he may not know how to express and communicate it, may actually be embarrassed by it. In fact, puzzled by what your role is, and angry at being on probation, the child may frequently focus his resentment on you, and this will be hard to take when you know you're only trying to help him.

But though your work is not rewarded by specific thank-you's, it is in the long run appreciated, probably more than you or we shall ever know.

5. *Be Prepared To Listen and To Understand What Your Child Says.*—Maybe it's easier for you to do most of the talking, even to "preach," but chances are the child has had plenty of this before and hasn't responded to it. What he very likely hasn't had is an adult who will hear him out, really listen to what he has to say. What the child has to say may shock you, in its difference from your own set of values and standards; try therefore to think of it in terms of its causes, objectively, without either judging or condoning.

One of the child's important problems, remember, is communication with adults; not because they haven't "talked at" him, but because they haven't listened to him enough. Therefore, *too much talking on your part* is more likely to break communication than enhance it.

6. *Be a Discerning Listener.*—Listening doesn't mean you have to believe everything you hear. Some of these kids are pretty skilled manipulators, and have come to believe that stretching the facts a bit is an effective life style (they may not even know they do it). Much of this, too, will be just letting off steam, getting things off their chest, and within limits, this is a good thing.

Still, *don't be a naive all-believing listener.* Check the facts whenever you can; see how well what the youngster tells you accords with reality. When it doesn't, it is frequently good to let him know you know this, kindly but firmly, i.e., "reality test" for him. As he comes to know that you expect accuracy (within his means to achieve it), maybe he'll get in the habit of producing it more often, and very likely he'll respect you the more because you expect it.

7. *Don't Prejudge, Particularly at First.*—Keep an open mind on the probationer especially when first getting to know him. Avoid forming fixed and premature opinions, until you've done a lot of discerning listening, and gathered all the background information you can.

8. *Know Your Youngsters; Get All the Information You Can on Him.*—Some volunteers prefer to form their initial opinions solely by direct contact with a child and not by previous study of the extensive files we have on him. Others prefer to study these files first, but *at some point you will want to take advantage of the enormous stores of information in the youngster's file at the probation department.* You'll need all the background you can get on the whole child, and you'll be missing vital parts of it if you don't study this resource file. It contains home and school investigation reports, continuous evaluative comments and reports by regular staff and volunteers, personality, attitude, aptitude, school achievement, optometric and audiological test results, and basic papers describing the child's family background, record of previous offenses, legal status as an adjudicated delinquent, etc. This file, and other information resources at the court (described in a directory currently being issued to volunteers) are to be *studied only at the Court;* they cannot be taken out except in very rare cases with clear and explicit special permission from regular staff.

As a related point, familiarize yourself with the range of services in the court and community, from which your child might benefit. Do not hesitate to suggest to us that they be added, if you think it appropriate.

9. *Respect Confidentiality, Utterly, and Completely.*—Whatever you know or surmise about a youngster is under no circumstances to be divulged to or discussed with anyone but a person fully authorized by the court to receive this information. Not even the fact that he is a juvenile offender should be disclosed.

This stricture is absolute. Violations are not only highly unethical; they are the surest way to destroy a relationship with the juvenile, if discovered, as they frequently are.

As a related point—respecting the privacy of the juvenile—be cautious and judicious about asking probing personal questions, especially early in the relationship. The response may be only resentment, until such time as the relationship can support discussion of personal material. (Nor should you assume the youngster wants to hear *you* discuss *your* personal life in lieu of his.)

10. *Don't Rush It.*—As the relationship develops you can *encourage the youngster to think about himself,* his actions, goals, and from that knowledge plan together, more constructive activities from which he'll derive a measure of self-respect and success. Many of our youngsters have previously done almost no careful thinking about themselves in any planful, forward-looking way. They seem almost to run away from self-awareness.

11. *Report Violations.*—Confidentiality does *not* include keeping known violations a secret from the juvenile officer in charge of the youngster. However easy and "nice" it may seem to do so, in the long run, sweeping such things under the rug does the child a disservice; i.e., he continues to think he can always "get away with it," and you, by sacri-

ficing everything to win his friendship, will end up by losing his respect—by being a "tool" he can do anything with. *Report all violations, promptly.* In general, whenever you have the slightest doubt as to what your legal or law enforcement obligations are, you should *check* with a supervisory person in the court. Do this immediately, before taking any action which might be seriously wrong or even illegal.

Even in discussing with the youngster possible or unproven violations, be honest and firm when you disapprove; this is not inconsistent with being supportive and friendly, whenever possible. After all, if you don't stand for something in his eyes, there are very few others who will.

12. *Know Your Job.*—Much of the above depends on what volunteer job you have. Group Discussion Leaders have "privileged communication" with probationers, for example; APO's and DPO's do not, and must report violations.

Be sure you *discuss with a juvenile officer and understand thoroughly your particular volunteer role,* before beginning work. Know its possibilities and its limits.

In general, your volunteer initiatives are encouraged, but *do not expand your role; e.g., from tutor to APO, or APO to tutor, even unofficially, until you consult thoroughly with a regular staff person.* This includes extras, of course, like taking the youngster on a trip with your family, etc.

13. *Be Supportive, Encouraging, Friendly, but Also Firm.*—Whatever role and obligation you have, as the youngster's "conscience," to oppose and report infractions, you can still be supportive, encouraging, friendly, to the limit possible. Indeed, respect and friendship will be more solid with both if the child knows that at the same time as you appreciate and respond to efforts at self-improvement, you will be firm, honest, and objective in disapproving where this is warranted.

14. *Present Your Ideas Clearly, Firmly, Simply. Always Mean What You Say, and Be Consistent.*—Never make a promise or proposal unless you've thought it through first, and are fully prepared to back it up. The juvenile will test you, "call your bluff" and see if you will in fact consistently deliver as promised, either as rewards or in backing up the limits you set. Be serious about the limits when he tests you, and the rewards when you've promised them and he has delivered. All this is an important part of his learning to trust you (which will come slowly in any case).

Don't let the kid down even in apparently small things, like *showing up for appointments, and being on time.* If you don't show responsibility as a model for him, you cannot expect him to learn it for himself.

15. *Be a Good Behavior Model for the Child.*—One of the best things you can do is to become, in your own behavior, a good model for the youngster. If your own dress, language, and behavior is not of a good standard, you can scarcely expect it from your probationer. Chances are he has had enough "bad models" already; give him a good one.

There is another respect in which it is especially important that your own conduct be above reproach while working for the court: in that you represent the court and your behavior reflects on the court at all times. You may justifiably consider a few hours' volunteer work in the court as but a portion of your life; mainly, you may be a college student, a housewife, or a businessman. Others do not make that distinction so readily. To them *you are a court person,* and expected fully to meet the high standards the court itself expects of others (much the same thing as community expectations of teachers and ministers). If you do not do this, *the court* will come in for heavy criticism to which it is very vulnerable, perhaps more so than you yourself are. This is not a hypothetical situation; it has happened, and quite painfully, in a few cases. *Before accepting court volunteer work, you must decide to live up to this special condition.* If you don't feel you can, no harm is done, provided it is stated clearly to us beforehand.

16. *Avoid Being "Caught in the Middle."*—You can be a liaison between the child and his world, but be careful not to get "caught" between the child and his parents, the child and his teachers, the child and the court, especially as *an intercessor in some way used by the child against his parents, or vice versa.* Frequently, this happens when you succumb to the temptation to be liked by the child *at all costs,* to be a "nice guy" no matter what. It can easily happen here that the child will then "use" you in the conflict with authority which is often his control problem.

Your relations with the child's parents are a particularly sensitive area. Move with care here and inform yourself as fully as possible early in the relationship, by discussions with the juvenile officer in charge of the child, etc.

In general, remember that though your own relationship with the child is naturally foremost in your mind, he has other important relationships as well: to his parents, peers, teachers, etc. Give some careful thought and attention to these, too.

17. *There Are Indeed a Number of Things to Keep in Mind When Working With a Juvenile.*—Much of it boils down to "be yourself" and "care sincerely about the youngster." We have always been confident that our volunteers are just that kind of people.

APPENDIX H

State Juvenile Law, Philosophy and Procedures of the Juvenile Court

This section will differ for each State. The materials included should familiarize the VPO with the State judicial system as well as some, if not all, of the laws which pertain to juveniles in the respective State statutes. What is provided here is meant to be only illustrative material for the reader.

Philosophy of the Juvenile Court

The basic philosophy of the Juvenile Court of Boulder County is that of "individualized justice."

We have been somewhat able to follow this philosophy because of the relatively small number of juveniles coming before the court. The court is also of the opinion that it is the obligation of the community (the people living within Boulder County) to handle within the community if possible, the delinquent child. Furthermore, even after a delinquent is committed to a training school, it is the court's belief that the child will return to his community so that the community must realize and must face the fact that the delinquent is a community problem and that the responsibility is not avoided by incarceration. The court also believes that new methods and procedures should be tried which will benefit the offender and the community; not just for the sake of a new procedure or method, but in hopes of finding better procedures and methods.

Court Personnel

The Juvenile Court consists of a juvenile judge and three full-time juvenile officers together with a full-time secretary and additional help when needed from other personnel in the District Court. The court believes that the best possible personnel to handle juvenile matters are those who have academic training in the field of delinquency together with the practical experience of working with young people to further develop their knowledge.

With these goals in mind, all three probation officers have college degrees in sociology with the main interest in delinquency, and two of the probation officers have obtained master's degrees in their respective fields. There is a close and constant contact between the court and probation officers.

Intake

Intake determines whether or not petitions shall be filed. If petitions are not filed, then the matter is handled informally. If a petition is filed, the following procedure is followed:

- (1) Alleged offenders are referred by the following—
  - (a) Law enforcement officers.
  - (b) Public agencies.
  - (c) Private agencies.
  - (d) Parents.
  - (e) Private citizens.
  - (f) Schools.
- (2) Offenders are interviewed with parents present.
- (3) A formal petition in delinquency is filed and a court date set.
- (4) Juvenile court hearing No. 1—
  - (a) Testimony by petitioner and others directly involved.
  - (b) Statement of alleged offender.
  - (c) Comments and participation by parents is encouraged.
  - (d) Case continued two weeks for complete staff evaluation.
- (5) Presentence investigations are made—
  - (a) Home evaluation.
  - (b) Records of previous law violations are secured.
  - (c) School reports are evaluated.
  - (d) Psychological tests are administered.
  - (e) Other social agencies are contacted for additional information.
- (6) Hearing No. 2; disposition of case; following possibilities—[1]
  - (a) Finding of delinquency and commitment to a State institution.
  - (b) Finding of delinquency, sentence suspended and placed on probation.

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[1] It should be noted that restitution, fines, or other specific terms may be a part of all of the above which do not involve actual commitment. The court is convinced that to actually impose these various programs that it must have jurisdiction in the strictest sense of the word over the delinquent. Therefore, decrees in delinquency are now being entered in all cases where formal action is taken. If the court does not have jurisdiction, the matter is dismissed.

APPENDIX I

Weekly Visitation Report

(Front Side)

WEEKLY APO REPORT

APO's name ____________

Probationer's name ____________

1. Number of contacts during week ______
2. Total amount of time spent ______
3. Check off the words which best describe the relationship in the contact you had with your probationer *this week:*

Strained ______
Superficial ______
Relaxed ______
Guarded ______
Enjoyable ______
Intimate ______
Friendly ______
Distant ______
Hostile ______
Difficult ______
Impersonal ______
Irrelevant ______
Honest ______
Withdrawn ______
Interesting ______

4. Areas in which there have been changes in the probationer's situation or where probationer's behavior has been noteworthy in any of the following areas: Family, school, opposite sex, peer groups, neighborhood, and any other areas you would like to specify. (Please use space on back if needed.)

(Reverse Side)

5. Levels of personal interaction between you and probationer:
   ______ Very personal comments.*
   ______ Personal comments.*
   ______ Not too personal comments.
   ______ No personal comments at all.

*Specify:

6. Did you learn of any violation of probation rules? Yes __ No __. If yes, report nature of violation(s), how you found out about it (them), and what action you took.

Any other comments:

APPENDIX J

Types of VPO Assignments From the Volunteer Job Register, 1967

This appendix is a selected portion of the *"National Register of Volunteer Jobs in Court Settings—1967."* It is only one of 20 major job categories in the register, but, perhaps the largest in content. It has been included to give the reader an opportunity to inspect the many variations in the way VPO's are used by different courts.

One-to-One Assignment to Probationers

Related Categories.—Tutor, Foster Parents, Religious Guidance, Neighborhood Work.

Introduction: Definition.—These jobs have in common the assignment of a volunteer to work one-to-one with a probationer. Usually this is in his life situation outside the court location and extends to include his family and friends, but sometimes, too, it occurs while he is relatively isolated in detention.

In this type of relationship, there are many variations, both as defined by the court and by the volunteer, but most have in common: Individual attention; support and friendship; acting as a good adult model; someone who will listen; helping the probationer develop social, school, and work skills to improve his opportunities, and at the same time acting as a frontrunner to help open up opportunities and resources to him (e.g., help find someone who will give him a job, give him needed medical or other attention, etc.).

One major variation, particularly in the Boulder APO or DPO, is for the volunteer to represent authority, the probationer's conscience. Therefore he is to report violations and enforce court orders much as a regular probation officer does, still, however, in the hope that friendship will develop after the authority basis has been firmly established. In most other variations, the authority feature is deemphasized, the idea being that the court will be the "bad guy" authority, while the volunteer is the "good guy" friend.

Matching the volunteer with his probationer is far more art than science at this point. With rare exceptions, however, they are of the same sex, with the volunteer somewhat older, though not necessarily a lot older. Common interests, actual or potential, are usually considered, too. With active antisocial boy probationers, thought is sometimes given to the relative size and strength of the volunteer to whom he is assigned.

As a rule, one-to-one volunteers are given a great deal of responsbility and autonomy in the handling of their case; their recommendations are carefully heeded by the regular staff. Usually, some regular form of reporting is expected by the court, but privileged communication with the probationer is usually allowed in some degree. But the degree of such freedom and privilege remains an open issue nationally, in the definition of this job.

With only minor variations, as indicated in the individual descriptions below, the kind of person—stable, mature, concerned—is considered to be more important than the kind of training. The vast majority of these volunteers have no professional training background for this particular work, e.g., social work, nor are they given much by the court, although they may be professionals in other rather related areas; e.g., attorney, minister. Almost all are educated middle class people.

Some of the chief variations in this category are described below. One ought to add, too, the positions described under the following other sections: "Tutor-Educational Aide," "Neighborhood Work," "Foster Parents," "Religious Guidance." Indeed, except for office work, administration, materials, and finance, almost all volunteer jobs centrally involve some sort of personal contact with probationers.

"Finance, Facilities, and Materials" plus one-to-one volunteers, together comprise at least three-quarters of all court volunteers engaged today. In the direct contact category this is far and away the most numerous court volunteer job.

Assistant Probation Officer (APO): Boulder

Job.—Authority and responsibility for an individual probationer assigned one-to-one over a 5- to 9-month period. Job includes: (1) Checking that the probationer follows rules of probation; (2) attending to probationer's academic progress, social plans, living situation, needs for special assistance, and involvement with court programs; (3) developing a support-friendship relationship within the above framework, as possible; (4) reporting to juvenile officers supervising the case, weekly, and being on call for any extra information on the case.

Time.—Visits with probationer at least once weekly. Additional time for preparing and filing contact reports, consulting with regular probation officer supervisors or other volunteers. Part of sociology course required field experience during the year, but a number of college students voluntarily continue thereafter.

Qualifications: Training.—In almost all cases, a college student enrolled in a criminology-sociology course, as part of his field experience. The training background develops in the course itself, in a yearly court APO Orientation Institute, and in on-the-job experience and supervision by professional probation officers. Successful APO's must be mature, understand and comply with court procedures, and consistently commit themselves to the necessary time. Most recently, they must voluntarily choose the more demanding Boulder field experience, over other field experiences which would equally satisfy course requirements.

Status.—Has existed in Boulder for 5 years, in conjunction with the University of Colorado Department of Sociology. An average of 15 to 30 collegians per year have worked in this program. Similarly titled programs, though usually with less "authority figure" emphasis, exist in Denver Juvenile Court, Adams County Juvenile Court (Brighton, Colo.), Berkeley, Calif., and Durango, Colo. In Adams County, the title is *"Volunteer Juvenile Counselor."*

The *Deputy Probation Officer* (DPO) position, described below is essentially identical in function; the difference in title signifies only that the position is filled by a noncollege community adult, or occasionally by college students not doing this as part of coursework field experience.

Assistant Probation Officer: Ferndale

Job.—The same title as above, but a distinctly different position: (1) Act as big brother on a one-to-one basis; (2) act as counselor, and attempt to encourage the probationer in completion of education or in locating regular employment.

Status.—Ferndale, Mich., for a year or more.

Big Brother

Job.—A screened male volunteer counsels a boy and his family, taking him on outings, sports events, etc., using every reasonable means for the boy to achieve self-reliance and form value judgments. Usually this is done on a preventative basis, rather than with actual probationers, but the court may arrange to secure Big Brothers for its probationers.

Time.—About 4 to 5 hours weekly.

Qualifications.—Volunteers should be carefully screened although no previous training in counseling is necessary. They should possess maturity in judgment and act as a male model for a boy who is, in most cases, fatherless.

Status.—A national organization which exists in most major cities. Lane County, Eugene, Oreg.; and High Point, N.C.; and Colorado Springs, Colo., are examples of courts with rather more than ordinarily close relations to the Big Brother organization. But usually the organization is a resource for the court, not a part of it under its direct control. An exception is the "Juvenile Rehabilitation and Big Brother" program of High Point which is under court control.

Big Sister

Job.—Similar to Big Brother. Here women volunteers attempt to promote a friendly supportive role applying to all aspects of a girl probationer's life, or preventatively so the girl never gets to the probationer stage.

Status.—Like Big Brothers, Big Sisters is a national organization independent of the courts. However, Muskingum, Ohio, court has its own Big Sister program, as does also, the Teen-Aid in Philadelphia, since 1959. *Social Work Associate* program described later in this section, is administered through the local Big Sister agency.

Case Aide: Lane County

Job.—The emphasis of the Case Aide program is not in the area of counseling but rather in providing people who can share their free time with youngsters in need, and help find and develop resources for these youngsters. The Case Aide works on a one-to-one basis with a problem youth, attempting to provide the youngster with a positive adult model, and with someone who cares about him. He also gives concrete assistance in job finding, providing recreational opportunities. Finally, he may also take other special assignments such as assisting with stenography, public relations, etc.

Time.—Varies considerably, between 2 to 6 hours weekly.

Qualifications: Training.—May be a housewife, merchant, university student, etc. Half of the male Case Aides were recruited from the blue-collar worker group.

Status.—Has existed for some time in Lane County, Oreg.

Case Aide, Probation Aide: Friends of the Juvenile Court

Jobs.—(1) Works with one low-risk juvenile probationer and his family, consulting case information, the child, parents, and teachers, and interested parties, to help formulate a helping program for the child; (2) acts as friend and counselor; is aware of community resources such as employment possibilities, neighborhood programs, and other special services. As the relationship develops, participates with the child in recreation and enrichment programs which are available in Washington area; (3) makes use of other services offered by the "Friends" such as clothing, job registry, special tutoring program, etc.; (4) must be prepared to give a monthly progress report to her supervisor and to participate in an evaluation of her work with the child.

Time.—About 4 or 5 hours per week.

Qualifications.—Maturity, friendliness, punctuality, initiative, and imagination, attention to detail, ability to accept supervision. Recently, there has been a required three-evening training course for a related category, Intake Aide, and this probably includes Case Aides as well.

Status.—Exists at Friends of the Juvenile Court, Washington, D.C. The "Case Aide" and "Probation Aide" titles are essentially interchangeable. The "Case Aide: Intake" position described just below appears to be very similar too, except for being used in lower-risk cases, preventatively and informally.

Case Aide, Intake; or Intake Aide

Job.—Works in the interval between intake and intake hearing: (1) The Intake Officer decides after his first interview with the child and his parents, whether or not the services of an Intake Aide would be useful and if so, proposes it to the parents. An Intake Aide may be assigned whether or not the case is held over for hearing. If the case is dismissed and the parents want the services of an aide, the aide meets with the child, parents, and Intake Officer and assumes the same duties as if he were Case Aide or a Probation Aide (see above). With the consent of the parents, the Intake Officer supervises the performance of the aide and his relationship to the child for a period of 3 months. The aide may continue after that time on his own; (2) where a case is held over for hearing, the Intake Aide acts as a Case Aide until the time of the hearing. If the child is placed on probation, the probation officer will decide whether or not to retain the services of the Intake Aide; (3) the Intake Department sees this as a revolving corps of case aides for the use of its social workers—in the hope that an interested party can keep these children from being picked up for a second offense before the hearing for the first one. Though, with the addition of a third judge to this court, the time lag between intake and initial hearing has been considerably lessened, a continued development of the program under Item 1 above, is foreseen.

Time.—4 or 5 hours weekly.

Qualifications.—Same as for Case Aide, Probation Aide. A three-evening training program is presently required, before beginning work.

Status.—Exists in Friends of the Juvenile Court, Washington, D.C. Very similar to the "Case Aide, Probation Aide" program described just above. It also appears to be an extension of the *"Intake Volunteer"* position described in the section on "Information on Probationers."

Deputy Probation Officer (DPO)

Job.—The same as "Assistant Probation Officer: Boulder" as described above, except that it is filled by a community adult or, occasionally, a noncoursework collegian, instead of by a student as part of his fieldwork experience for a sociology-criminology course. One special advantage is that noncollege DPO's are more likely to be able to continue working with probationers over the summer.

Time.—At least several hours weekly; at least one visit a week, and commitment to keeping up the relationship as long as necessary. This may be a year or more.

Status.—Has existed in Boulder about 2 years, and a similar category exists in Adams County Court, Brighton, Colo.

Intake Aide

Used interchangeably with "Case Aide, Intake" described above.

Listen to a Child

Job.—Listen-to-a-Child in a juvenile detention home. Starting from only that basis, hope to develop a friendship-supportive relation.

Time.—A few hours weekly.

Qualifications: Training.—Inservice training is provided.

Status.—Exists in Dade County Juvenile Court, Youth Hall Division.

Probation Aide

The title is used interchangeably with "Case Aide" at Friends of the Juvenile Court in Washington, D.C. Described above.

Probation Officer Aid

Job and Status.—We know nothing of this program except the following description, which reached us recently, identified as commencing this fall in Bronx Family Court of New York City, in conjunction with the Columbia Citizenship Council (Columbia University college students).

"Aims of the Probation Officer Aid program:

(1) Furnish an opportunity for the college student to get experience in the mechanisms of the courts and the probation office.

(2) Developing an interpersonal relationship with the adolescent on probation, showing him that someone cares about him, something that may have never occurred before. The volunteer would be available for consultation concerning personal problems and also tutoring.

(3) Clarification of various aspects of the case which might aid in shortening or terminating parole.

(4) Possibly using the volunteer to do some of the work of the probation officer, thereby shortening the amount of time the probation officer would have to spend per case and thereby making it possible to increase the number incorporated in his caseload."

Social Work Associate (SWA)

Job.—Working with delinquent or potentially delinquent girls, this volunteer assumes many of the social work tasks ordinarily thought to be within the province of the professional staff worker. She is also expected to make a particular contribution of her own, using her own life experiences creatively in the service of the disadvantaged, economically deprived girl, helping her mobilize her own strengths and also tap community resources more effectively. The volunteer is given social work responsibility for cases, under professional supervision.

Time.—At least a few hours weekly over a fairly extended period, presumably at least 4 or 5 months and perhaps much longer.

Qualifications.—These women volunteers are carefully screened, and are put through an intensive training and job placement program. Training and supervision after formal training, are inseparable. One follows from the other. Training is by the Training Center for Community Programs, University of Minnesota, Minneapolis.

Status.—Has been in existence about 2 years. About 25 SWA's are currently active. They are trained in a special program of the University of Minnesota, then work under the supervision of the local Big Sister agency.

Sponsor

Jobs.—The sponsor is assigned to a young adult probationer, to work supportively in the broadest sense, on the basis of trust and confidence. Especially as the relationship develops, works in life situations, not at the court. The sponsor helps the probationer whenever he can with employment, marital problems, etc. While probationers are initially ordered to report to sponsors, it is hoped the relationship will soon develop a self-directed desire to continue it on the part of the probationer. The sponsor reports regularly to the probation office; his recommendations are welcome and considered seriously by the court.

Time.—Varies, but several hours weekly is probably a minimum.

Qualifications.—Known to the judge or court staff as a person of good character, warmth and experience, capable of inspirational guidance. Maturity is necessary and he or she must usually be somewhat older than the probationer. Some counseling-related experience is desirable.

Status.—A core program at Royal Oak for 5 years. Several hundred volunteer sponsors have participated; at least 100 are currently active.

Student Probation Officer

Job.—Local university students serve in a combined "big brother," "social worker" role, assigned one probationer, but with the expectation that the relationship may broaden naturally to include his friends and family. Some SPO's have several probationers to work with, from the beginning.

Time.—A minimum of one weekly visit with the assigned juvenile, plus weekly visits with the staff counselor, and one or more inservice training meetings per month.

Qualifications: Training.—Insight, imagination, ingenuity. These are university students at the graduate level. Most are law students but some are psychiatry trainees, working as part of their field experience. The latter seem to be in a somewhat different role, however, more as consultants and counselors.

The SPO's inservice training is usually quite broad in coverage, as conducted by court staff and professional consultants, including child psychiatrists, the welfare and police departments, and the local school system. Supervision, coordination, and guidance is under the chief probation officer and in regular meetings of volunteers with a consulting psychiatrist.

Status.—In Topeka, Kans., about 20 volunteers per year for past several years.

Teen-Aid Inc.

Job.—The Teen-Aid volunteer is dedicated to the rehabilitation of adolescent girls assigned to her by the court. She works in a Big Sister role, attempting to provide solace, strength, and helping the girls develop self-reliance, poise, and appropriate values.

Teen-Aid Inc. is a distinct organization though working closely with the court and regularly accepting assignment of juvenile girls from them. A detailed description of this program is in an article by Dr. Leonard Rosengarten: "Volunteer Support of Probation Services" in the January 1964 issue of "Crime and Delinquency."

Time.—At least a few hours weekly.

Qualifications.—Mature, concerned woman, good adult model. Some training given by Teen-Aid.

Status.—Has existed in the Juvenile Division Philadelphia County Court, for 4 or 5 years. Well over 200 women have served as Teen-Aid volunteers.

Visitation Volunteer

Job.—Visit girls in Philadelphia institutions who normally receive no visits from family or friends.

Status.—Exists in Juvenile Division of Philadelphia County Court. Salt Lake has a position titled *"Friendly Visiting."*

Volunteer Counselor

Job.—The Volunteer Counselor is assigned a juvenile probationer and attempts to furnish him with a positive male identification figure, acting as a concerned friend, rather than an authority figure.

Time.—At least 1 hour a week with probationer, additional time for program-related meetings of volunteers and staff.

Qualifications: Training.—Individuals with superior educational backgrounds—a minimum of several college-level behavioral science courses and/or an extensive background in organizations such as Scouts, Big Brothers, or YMCA Youth programs. A sincere interest in listening to children and young adults. Persons who have been professionally engaged in social work, school counseling, nursing, and other helping professions are particularly well qualified.

The work also involves some outside reading and regular staff sessions with professionals to evaluate progress and events in each case.

Our undertanding is that this program began with local college students and their faculty advisor (Educational Psychology Department), but now also includes adults (males) from the community.

Status.—In Lincoln, Neb., this program is now in its third year.

Volunteer Probation Counselor

Job.—A one-to-one helping relationship with a young adult offender, including counseling, helping the offender get off the inadequacy-and-offense track, prepare for positive opportunities in employment, etc., and achieve them.

Time.—A minimum of 1 hour per week, over a 1-year period. If after a year, the volunteer wishes to sign on for another year, he will usually be permitted to do so.

Qualifications: Training.—Any concerned, successful person, with an interest in helping people. Volunteers have been middle class people, usually with some professional background though not in this particular job; for example, lawyer, teacher, businessman, etc., but there are also housewives and nonprofessional people.

Before assignment, each Volunteer Probation Counselor goes through a well-developed orientation and training course, three full evenings, organized jointly by the court and the Denver University School of Social Work.

Status.—Has been in existence 15 months at Denver County Court. Input is about 50 volunteers a month and about 400 volunteers are presently active in the program. We believe it is presently the largest single volunteer program in the country.

A few months ago, a similar program began in Jefferson County Court, Golden, Colo., and, in fact, their volunteers train in the same sessions, right along with the Denver volunteers.

Volunteer Probation Officer

Jobs.—Supplementing the work of regular staff, each volunteer works under the guidance of a regular probation officer, but carries substantial responsibility for the supervision of his assigned probationer (usually, a young adult misdemeanant).

Time.—At least an hour or two a week.

Qualifications.—A mature, concerned, citizen willing to hold to the necessary time commitment.

Status.—The above description is a new program at Mercer County Court, Trenton, N.J. Identical or almost identical job titles in similar programs exist also in Kalispell, Mont.; Rapid City, S. Dak.; Ferndale, Mich.; Elkhart, Ind.; and probably in several other Courts.

NOTE.—Though this register concentrates on volunteer probation services, it is worth recording that a very similar kind of one-to-one position exists in parole, in several places. A notable example is the *Parole Adviser* who works for the Pennsylvania Board of Parole.

VOLUNTEER TUTORS IN COURT PROBATION PROGRAMS

By

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INTRODUCTION

This manual offers guidelines for developing and managing court tutoring programs, staffed by local community volunteers. The principal relevance is to juvenile offenders as students, but considerable application also exists for young adult misdemeanant offenders and for underachievers of any sort, whether under court jurisdiction or not. Finally, while the central objective of such programs is to salvage the school career of the delinquent, nonacademic effects can be important too; for example, vocational preparation, changes in attitude, etc.

In the past 5 years, the court volunteer movement has grown until today, 125 communities, ranging widely in size and type, employ probation volunteers. About 10,000 local community volunteers actively donate part-time services in some 20 major job categories, of which tutor or educational aide is only one. It is nevertheless an important job in courts, with more than its share of participants—an estimated 1,000 to 1,500 court volunteers. Outside of courts, the volunteer-as-tutor is even more popular, and his work is of obvious significance in prevention of delinquency.

Healthy volunteer programs must exist for real reasons; first, in the needs of the court, and secondly, in the willingness of local people to see the work as meaningful and deserving of their commitment. Tutoring is well-endowed in these respects. The vast majority of juvenile probationers are chronic underachievers, notoriously dropout prone. School is a critical area of failure for them, with sprawling consequences for generally antisocial behavior. Regular paid staff could do the tutoring job if they had time, but they almost never have this time. They are lucky if they have an hour a month with a probationer, and much more is necessary to reverse lifelong trends of failure. A volunteer, working one-to-one with the youngster, does have time to spend. Moreover, tutoring has proven to be an especially attractive job for community people contemplating volunteer service.

Boulder County Juvenile Court has had direct experience with two of its own court volunteer tutoring programs for juvenile offenders. The first has existed for 2½ years in the city of Boulder (population 50,000), with a volunteer staff of about 40 college students and local community adults. The second has existed independently for a year and a half in Longmont, Colo., a smaller town in the county (population 20,000). It is staffed entirely by adults from that community, about 15 in number. Another significant difference is that the Longmont tutorees are predominantly Spanish-American, while the Boulder tutorees are mainly "Anglos," many of them from middle class backgrounds.

Of the eight authors and consultants for this manual, four have been directly involved in the planning, development, and supervision of these programs; two are outstanding veteran volunteers actually working in the programs; and two have functioned in an evaluative role. The authors have also drawn on reports of volunteer tutoring programs in six or seven other courts, plus some reference to related programs outside of probation.

This manual assumes general familiarity with probation volunteer programs—recruiting, screening, administration, etc.—either through actual experience running them or through readings. The most comprehensive work known to us in this area is "Using Volunteers in Court Settings: A Manual for Volunteer Probation Programs."

With this general background assumed, the present manual concentrates on the use of local community volunteers in the tutor role, working with probationers. The emphasis is on what local community volunteers can do to implement learning resources available in every community. Other terms used to describe essentially the same position as volunteer tutor are: "Educational Aide," "Stay-In-School Volunteer," "School Volunteer," and "Educational Assistance Staff."

THE VOLUNTEER TUTOR IN THE COURT: A JOB DESCRIPTION

A. *Introduction*

An introductory job description will summarize in one place aims which will be probed in greater depth in the remainder of the manual. It will also provide an appreciation of the probation needs served by this volunteer position.

It should be noted that many probation volunteers undertake academic tutoring as part of other duties which are broader in scope. This is especially true of the volunteer probation officer whose responsibilities are described in another manual in this series (see p. 52).

B. *General Conditions*

1. Usually, the volunteer tutor has "a caseload of one," though he may sometimes have a class as large as two or three. The idea is to capitalize on opportunities for intensive one-to-one attention, not normally available in formal school settings. The chief commodity is time to spend, concentrating on one underachiever. The usual minimum is several hours a week, and it may be 10 or more hours per week. This time commitment must be extended over at least 3 or 4 months, possibly as long as 8 or 10 months to a year. We usually ask tutors to sign on for at least the duration of the school year.

2. The volunteer tutor is given important responsibility for the probationer's learning process. He must help the tutoree meet more adequately the formal requirements of school. He can do this not only by more traditional methods, but also by flexible and indirect methods. In fact, the undivided attention permitted by one-to-one assignment offers unique opportunities for innovation—unique in that the classroom teacher can almost never use them in large classroom settings. By definition, the job has proven too much for the schoolteacher concentrating on other students who want to learn, and it is too much for the regular probation officer with 100 probationers who do *not* want to learn. As implied by the above, (*a*) the volunteer tutor does *not* have to be a certified schoolteacher, and (*b*) he must be allowed a substantial amount of freedom by the court, in choice of approaches and in following up his own initiatives.

3. The volunteer tutor receives no money for his services, though some financial support may be necessary in defraying costs of tutoring materials, transportation, and occasional special expenses.

C. *More Specific Job Features*

1. To coach the scholastically needy in areas of chronic academic underachievement. To help the dropout-prone in school, or help the actual dropout get back in school. Failure in school has merciless far-reaching effects in a viciously descending cycle of further failures, in anti-social behavior, in unemployability, etc. This then is the core of the program, the *sine qua non*. However much we may hope the relationship broadens to friendship and trust, the "must" is improvement in school, to be achieved by whatever methods will do the job. While the tutor

is encouraged to use innovative methods, he must first of all insure that the tutoree meets formal school requirements. School-assigned lessons must be done on time and properly, school-assigned curricula mastered. Sufficient liaison with the school system must be maintained for this purpose.

Somewhat more broadly and beyond meeting specific current school requirements, the tutor should encourage sound study habits, rehabilitate basic language and number skills to facilitate future school performance. He must further cultivate the motivation to use these skills. Some theorists say it is functional to drop out of school. The court tutoring program must make it functional to stay in.

2. To exercise whatever disciplinary control is necessary to keep the youngster at his task. This involves insuring attendance and being on time at tutor sessions, concentration during the session, completion of the tutor's and the school's assignments.

3. Once essential school requirements are met, to encourage a more positive attitude towards learning in general, through indirect and informal learning-related experiences. This shift towards finding learning is fun, may come in an art gallery or on a hike, over coffee, etc. It may be expressed in an interest in "why" rather than "what" discussions on any topic; that is, a taste for understanding.

4. To broaden the relationship toward friendship, trust, and warmth, of a helping nature. It is essential that the tutor be able to "reach" the youngster, through understanding, rather than aimless groping. Having tested and learned to trust the tutor, the probationer will begin coming to him for counseling on personal problems at home, in school, with the girl friend, on getting a job or a car, etc. It is important for the youngster to be comfortable with an adult who cares and wants to help. He may have never had this before. It is not necessary for the tutor to be a professionally trained counselor in order to do this. Moreover, he has one natural advantage. Probationers typically find volunteer tutors more approachable and accessible than a regular probation officer ever can be. It also means something to them that the tutor is not being paid for his work. This is the convincer that he's doing it because he really cares.

In the course of all this, the tutor has unique opportunities to cultivate a more positive perspective in life, a willingness and ability to plan ahead towards constructive accomplishment.

5. To offer positive assistance in opening up legitimate opportunities for the probationer. When the probationer comes to the tutor for help, the tutor must be willing and able to provide this help, within reasonable limits. This often goes beyond advice and encouragement to concrete assistance; for example, in getting a summer job, in financial planning towards purchase of a car, possibly in helping to smooth out family difficulties. As practical reality and court policy may suggest, such problems may also be referred for action to the court or the volunteer's friends in the community, rather than handled directly by the tutor himself. Reasonable probationer aspirations should never be ignored or dis-

couraged. Success experience is what he notably lacks and the know-how for achieving it acceptably in society.

6. To act as a worthy adult model for the probationer, someone he can respect and imitate in behavior, values, aspirations, even in dress and speech. This will come naturally if the tutor has succeeded in the rest of his job, as described above. It is no less important for that reason, and the tutor should be fully aware of possibilities in the model role.

7. To act as the eyes and ears of the court, with regular informative reporting on the probationer's progress and problems, attitudes and accomplishments. In no other way can the court coordinate the tutor's work with the overall probation plan for the youngster. Moreover, probation officers readily concede the tutor's intensive contact with the tutoree affords him opportunity for insights and detail not ordinarily available to probation officers. This is a constructive role for the volunteer, by no means in the spirit of spying.

8. To keep in touch with all others who are involved in the youngster's life and progress—the court; his parents, teachers, school counselors; other volunteers who may also be working with him, etc.

Variations and Relation to Other Roles

The core features of the role are peculiarly the volunter's as tutor and no others (pars. 1–3 above). The growth features of the role (pars. 4–8) tend to overlap those of the volunteer probation officer or counselor, as before noted. Indeed, courts have sometimes used the more narrowly defined tutor job as a good tactical entrée into a volunteer probation counselor role which, initially, the probationer is reluctant to accept.

There are several important variations on the volunteer tutor role:

(1) The tutoring can be oriented to subjects which are not primarily the cause of academic failure at school but, instead, represent skills and information which will help the tutoree in later life. Included here are—
  (*a*) Vocational skills such as cosmetology, mechanics, automobile driving, secretarial or even military skills.
  (*b*) Information generally useful in life adjustment; for example, courses or lecture series in marriage and family living, homemaking, alcohol and tobacco, the law, religion, etc.

(2) Especially in regard to the above subjects, the tutor will usually be working with a small class of tutorees, rather than only one. Usually, he will also have to have special expertise in the subject area of concentration.

(3) Occasionally, the tutor may work as an assistant to a regular classroom teacher, rather than independently. At Junior Village, Washington, D.C., the "School Volunteer" assists the regular teacher in the classroom and on the playground of the school operated by that facility.

PLANNING THE PROGRAM

Introduction

Two kinds of questions have to be asked before the first tutor says hello to the first tutoree. First and fundamentally, can a volunteer tutoring program fill a real probation need in your court? If the answer to that question is yes, a second question is: What matters should be arranged before actual tutoring begins?

A. *The Need for Tutoring*

This is a "stop-go" question. The core probation need served by tutoring is the alleviation and correction of academic underachievement, along with its harsh side effects on the probationer's general behavior and life. Are a number of your probationers caught in this merciless trap? If yes, a tutoring effort is indicated. If not, a tutoring program is *not* indicated. The corrections profession has enough real problems without indulging in ornamental volunteer programs.

Chances are the need is real, with dropout-prone youngsters performing way below their capability, or actual dropouts who might be eased back into the system, given a little extra help. Much depends on how you define "under-achiever," but even conservative estimates suggest at least 50 percent of juvenile offenders fall in this category. Among these, at least 10 to 20 percent are serious underachievers, flirting dangerously with dropout or "force-out."

The answer so far is probably "yes, go ahead." The next thing to check is whether the needed tutoring functions can be handled adequately without court volunteers. Remember, court volunteer programs are an investment not a gift. They do require some court time and effort. To save this, perhaps the school system has its own tutoring program for underachievers, or can easily be persuaded to start one, welcoming juvenile offenders among others. Possibly you are one of the rare and fortunate courts with a paid staff large enough to do the intensive tutoring job required, each with their own caseload.

Probably, however, the program is still "go" at this point. We then come to the payoff question. Given a need which is not being met by people other than volunteers, can volunteers meet it? Do court volunteer tutoring programs actually help probationers' schoolwork? Hard evidence is all too meager at this point. Indeed, court tutoring programs haven't been in existence long enough to form clear followup estimates of their impact. The studies by Dr. Leonard J. Pinto, referred to on page 73, should have more information for us within the year. Meanwhile, programs run largely on hope, plus the intuitive optimism of experienced corrections professionals.

There is a sense in which hope is justified by the very nature of the program. The probationer in the program is usually in such bad academic shape, he has only one way to go—up. You can hardly make him read any worse than he already reads. It is probably impossible to deepen his present ignorance of basic numerical operations. You cannot make his near-zero point of achievement less than zero, but you might easily make it a little more than zero. Room for change is all on the positive side, and you can't lose much by trying in a responsible manner. Desperation is no excuse for blind innovation, of course. The case is something like the surgeon considering a heart transplant for a terminally ill heart patient; it may even be slightly more hopeful.

Nor do we lack entirely for evidence. A small study in our Longmont program compared 10 tutored probationers with 10 untutored ones, roughly matched. Over a school semester, the nontutored probationers' grade point average went from 1.35 to 1.31—no significant change. During the same period the volunteer-tutored probationers' grade point average advanced from 1.20 to 1.44. Positive impact is at least suggested, though the numbers involved are too small for firm significance. Indeed, hoping to *increase* probationer grades may be hoping for too much. Maybe it is enough to hold the line somewhere above the critical point of dropout, arresting a consistent sinking trend. If you can't push the rock uphill again, you might at least prevent it from rolling over the cliff. Something like this seems to have happened in our Boulder tutoring program. For 35 of our cliff-hanging cases this year, no significant trend to increase in grades was noted. But only two of these 35 probationers dropped out of school during this time. Our distinct judgment is that prior to tutoring we were losing far more than two out of 35 drop-out prone youngsters per year. A second Longmont study shows the same more modest braking trend. Four out of five untutored probationers went down in grades over the semester, while only three out of five tutored probationers went down over the same period.

Broader positive impact on attitudes and personality is still a matter of intuitive conviction. Dr. Pinto's previously cited Boulder study should give us more on this. But the minimal hope has already been established. There are reasonable grounds for believing a volunteer tutor can at least hold the line on a dropout-prone youngster's school grades. There are no grounds for believing he will make him any worse.

B. *Planning the Program*

It is not enough to establish the need and the potential ability of volunteers to meet it. Conditions for the program must be right. This means prior planning. Once the program actually begins, things start happening fast. Pressure prompts hasty repair of faults which could have been prevented by judicious consideration. Remember, you are thinking of running your own miniature school system. No one ever claimed that was easy. *Plan beforehand,* as much as possible.

To a certain extent, these are still stop-go questions. If fundamental conditions for the health of the program are lacking and cannot be created, you may have to abort the effort, even though it's needed.

It is convenient to list principal planning points in one place below. Each one is probed further in later sections of this manual.

1. *Active Staff Acceptance and Support.*—You aren't going anywhere without this. Staff doesn't have to buck the program directly; they need only neglect to give it the active and devoted support any volunteer program needs. The planned program must be discussed fully with staff

from the first. Their participation in a supervisory as well as policy role, must be assured. Emphasize the ways in which volunteers can help them in their work, enhancing and challenging their professional status, rather than threatening or downgrading it.

2. *School Liaison.*—In much the same way, bring the school system into your planning. Make it as clear as possible that the court tutoring program is *not* in any way competing with the public schools. Strive for their understanding and support of a program which after all, helps them as well as you.

A determined court can go ahead without school cooperation, but their noncooperation makes it much harder on you. You will lack valuable information on school performance; schoolteachers will be inaccessible to your tutors, etc.

Some school systems will be sensitive about your intended use of noncertified tutors and nontraditional methods. Perhaps this can even be turned to your advantage, if it makes them willing to provide professional resource people for your tutors. Certainly, as professional educators they will acknowledge positive results in your program, when they begin to come in. Let them know about this.

3. *Pacing Growth.*—Almost every experienced volunteer court recommends that you *start small* and pace growth, steadily but not explosively, as you learn from experience. Plunging big right from the first is likely to overwhelm staff and discourage volunteers because of defects in program support. At the beginning, a program may require an hour of staff time for every 5 hours of volunteer time returned in sevice. There will also be about five headaches per staff hour. With experience, procedures settle down and smooth out. Moreover—and this is very important—you can develop administrative leadership from the volunteers themselves, reserving to yourself major policy decisions. Within 6 to 8 months, a well planned program can become virtually self-running from the viewpoint of regular staff. One hour of their time will yield upwards of 25 volunteer hours returned. Only when this has begun to happen should the court consider more rapid growth.

4. *Volunteer Recruits.*—Don't get a program all set and then discover you lack volunteer tutors to man it. Have your volunteers recruited and screened beforehand. (Some of them may even sit in on early program-planning sessions.) As noted later, the supply of capable recruits has been encouraging nationally. But you may have to dig a little bit to get them.

Early recruits should be selected with special care. The full guideline for beginning a volunteer tutoring programs is: *Start small, with hand-picked recruits.* It is particularly important that a good first impression be made on everyone—regular court staff, school system people, the community, the probationers, and the tutors themselves. High-quality people are easier to work with, too, in the critical early period when administrative procedures are likely to be somewhat rough.

5. *Facilities.*—You'll need a place to meet, adequate for businesslike educational purposes, yet as comfortable as possible. Churches and local civic organizations can be contacted as likely donors of space.

6. *Eductional Materials.*—Much of your court tutoring library can be built up as you go along, but a few things are necessary or desirable from the beginning; for example, copies of the tutoree's schoolbooks (usually by arrangement with the school system), backup materials such as pencils, paper, a pencil sharpener and a blackboard. Looking ahead, you can also begin to solicit contributions of learning-related materials, such as paperback books, magazines, and newspaper subscriptions.

7. *Assignment of Tutorees.*—At this point it will already have been decided that many probationers need tutoring. There remains the question of deciding who needs it worst and first, as tutors become available. Try to give some consideration to input criteria, in your early planning. Guidelines for the best individual matching between tutors and tutorees might also be given some thought at this point, although experience will be a good teacher in refining assignment procedures, as the program matures.

8. *Recordkeeping Systems.*—This, too, will develop with experience but it can profit from prior thought. Who will be responsible for keeping records of attendance, grades, volunteer-tutor match identifications, etc? How are report forms to be designed? Who makes out which reports? What is their path through the administrative system and to eventual filing? Who takes action on reports; and at what point? If no prior thought is given to such questions, your program can easily arrange to get itself in a complete snarl within about 3 weeks.

Our Boulder and Longmont tutoring programs have had excellent working relations with their local school systems. The schools have helped us a very great deal. In fact, it is probably a mistake to view school relations as primarily a *problem;* rather, they are an *opportunity* for cooperative accomplishment. The school can help the court by providing information and materials, as already described. The teacher or school counselor can provide invaluable guidance to the tutor, not just facts but attitudes of the school toward the probationer and his attitudes toward school. Not only does the teacher influence the tutor; the tutor may also influence the teacher. In the first place, the teacher, seeing that someone else is taking an intensive interest in the youngster, may well become more interested in him herself. Suddenly he's not just another face in class. Second of all, a teacher very naturally comes to believe an underachieving youngster is pretty hopeless; after a while, she no longer even expects satisfactory work from him and scarcely believes it when she sees it. The tutor, with his opportunity for intensive knowledge of one student, can sometimes say to the teacher: "Look at this theme or listen to this tape recording the youngster made. He does have something on the ball." This may encourage the teacher who in turn can encourage the youngster.

For all these reasons, we definitely recommend contacts between the tutor and the teacher or the school counselor, or even the vice principal. The Volunteer Coordinator may help in arranging these interviews at least at first. Be considerate of the schoolteacher's heavy schedule in all this.

Attendance and Discipline (see also section on assignment). In some respects, the tutoring program resembles school. We have to live with the fact that the youngster must be ordered to seek learning help he would not ordinarily seek for himself. That is, instead of offering help to those who wish to take it, the court tutoring program helps those who need it and doesn't ask their permission to do so. In its way, this is an advantage for a youngster who doesn't know where to look for assistance, may not even realize he needs it, or manifestly lacks the incentive for it.

We may hope the youngster will eventually come to enjoy the tutoring, and will attend voluntarily, while the whole discipline problem naturally phases out. (Indeed, many tutorees continued voluntarily after their probation ends.) We may further expect that the relationship will grow toward support and friendship. Until then, the youngster must be forced to participate. The tutor must fully support the court in whatever pressure is necessary to this end, however friendship-oriented he is. Probationer foot-dragging takes many forms. The most frequent and obvious is failure to show up for a session, or chronic lateness. Then, there's the probationer who "just forgets" to bring his study materials or doesn't do the assignment the tutor gave him last session, or contrives somewhat elaborate excuses involving lack of transportation to the session, etc. Other symptoms of resistance are skylarking during the sessions, or bringing along a buddy who usually ends up helping with the skylarking.

Both tutoree and tutor should understand that friendship and fun can develop later, but only if there is an understanding and observance of minimum necessary rules. The tutor cannot afford to temporize on these rules. From the first, he must be crystal clear on their necessity, and on just what he will do if they are not observed. The probationer will probably "test" the tutor anyhow, by early infractions. The tutor must show he means business from the first, when this occurs. He should report nonattendance promptly to the probation officer. If the youngster comes late, he stays later and it's reported to the probation officer, no "ifs," "ands," or "buts." If he "forgets" his books, he goes back home and gets them, and makes up the time plus overtime. If he brings a buddy to the session without prior approval, his buddy leaves immediately (with rare exceptions). Finally, the tutor should give him his tutoring assignments *in writing* at each session, and keep a copy for himself.

The tutor needs the backing of the probation officer and volunteer coordinator in disciplinary matters, especially at first. Indeed, the probation officer may handle enforcement almost entirely at first. This is too bad, because it puts him almost exclusively in the "bad guy" role. As soon as feasible, authority to discipline in relation to tutoring can begin to be transferred to the tutor, providing he shows the maturity and judgement to handle it. In that regard, beware the probationer getting the tutor too much on his side against the court. Tutors are naturally sympathetic people whose contact with the probationer far exceeds their contact with the court. Indeed, they rarely need to visit court offices. Especially at first, the tutor can be "conned" by a manipulative probationer. It is fine to be supportive, but not *against* the court.

The Tutor's Area of Responsibility.—The court must exercise minimal supervision of tutors as well as probationers. The rule is: At first confine the relationship to formal tutoring sessions at which supervisors are present to advise and assist. Later, as the tutor's experience and observed performance warrants, the relationship can be allowed to expand in several ways: (1) Informal tutor-tutoree sessions at a time and place convenient to them, outside the group setting, (2) outside activities of a learning-related nature, such as tours, hikes, camping trips, invitations to visit in the tutor's home, etc. Even veteran volunteers must consult with the court before undertaking major activities of this sort. For example, with court permission, tutors have taken tutorees along with their own families on 2-week vacation trips. Boulder had some trouble with this at first. Well-meaning tutors were prone to expand their area of social contact with the tutoree rapidly and without prior consultation with the court. This difficulty was ironed out once they understood that prior consultation was necessary—to avoid interfering with the overall probation plan. Be sure the court's policy in this respect is clearly stated from the first, in volunteer orientation.

The main resources for intelligent supervision of the volunteer tutor are: (1) Observation of his work and its impact on the probationer, and (2) regular progress reports filed by the tutor and perhaps the volunteer coordinator as well. To this latter important area we now turn.

Reporting.—Boulder requires brief reports from each tutor, after each tutoring session. They pass first through the volunteer coodinator, then to the probation officer in overall charge of the youngster. Eventually, they are deposited as a valuable part of the probationer's file. Copies may also be made for the volunteer's "employment file" at the court and in an overall tutoring program file. Appendix C contains a blank copy of Boulder's Tutor Session Report Form, plus reproductions of several forms as actually completed by tutors.

The form is designed to get as much crucial information as possible, in a concise and convenient form. (Volunteers generally abhor complex paperwork.) Areas covered are specific academic work during the session, an estimate of progress or regress, nonacademic discussion and contact, and specific requests for materials, information, and other support from the court; e.g., in disciplinary matters. We strongly advise that these be *written* reports. Oral reports, by themselves, get lost too easily, although they may usefully supplement written reports.

Report forms are completed by the tutors and turned in immediately after the session, and can be discussed immediately in any tutor meeting which follows. They are a superb way of keeping a finger on the pulse of the program, to catch and correct problems as they develop. In addition, tutors working intensively with a youngster often record excellent detail and insight, otherwise unavailable to the probation officer who must divide his time over a caseload of 50 or 100. Some of the specimen tutor reports in appendix C show how the volunteer can be the eyes and ears of the court. However, in evaluating reports, there must be judicious discounting of overoptimism on the volunteer's part, especially the neophyte volunteer.

How much information should the volunteer be privileged to withhold? In our court, essentially nothing. We expect full reports including notation of misbehavior (though volunteers in some of our other programs are permitted some privileged communication). We feel this is for the youngster's own eventual good, as well as necessary for reasonable court supervision of the probationer and the program. A minor infraction, caught and corrected early, may prevent a major infraction later. Whatever your policy is on this, be sure both the volunteer and the probationer understand it clearly, from the first.

Tutor reports cover individual tutorees. Overall program reporting is important, too, and is usually the primary responsibility of the volunteer coordinator. For this, he will probably want to keep notes on tutor meetings, especially on problems to be referred to regular probation staff. A periodic overall report to the probation staff is useful, say weekly or monthly, supplemented by frequent personal contacts with the department's program supervisor.

Finally, the program supervisor should keep well-organized records for use in periodic progam assessment; such things as pre- and post-tutoring grades, frequency of school disciplinary problems, changes in tutoree attitudes, etc.

All the above quite properly emphasizes the volunteer's responsibility for maintaining good communications. But communication is a two-way thing, and regular court staff fully share the responsibility for it. They must convey a feeling of accessibility to the volunteer coordinator and to individual tutors. They must devote the maximum possible time to program supervision.

DETAILS OF PROGRAM OPERATION

A. *Administering the Tutor Program: General Matters*

Regular Staff and Volunteer Leadership.—The use of volunteers is an *investment* by the court, not an acceptance of an outright gift. This investment is in terms of planning and policy-setting, time and effort. In the early phases of the program, regular paid staff may have to invest as much as 1 hour for every 5 or 10 hours of volunteer service contributed. Later, as program procedures are honed and as volunteer leadership develops, regular staff presence can be decreased to the point where an hour of staff time yields as much as 20 or 30 hours of volunteer service returned to the court. These "input-output ratios" are based on approximate computations, pending more precise estimates in the technical report of the Boulder County Juvenile Delinquency Project.

In the early weeks of the program, regular staff will have to give it intensive attention, implementary as well as policy. They, or the one probation officer with court-assigned responsibility, will have to be at every tutoring session, ironing out bugs, helping to secure support materials enforcing attendance, etc. The *role of the regular paid staff program supervisor* can be described as follows:

(1) Primary implementary responsibility in the early stages, tending to phase out as volunteer leadership is discovered and developed.

(2) Primary responsibility for setting program policy, even after volunteer leadership assumes implementary responsibility.

(3) Primary responsibility for evaluating the impact of the program and altering it continuously for increased impact. Volun-

teers may assist in gathering data for such evaluation, such as school grades, but probation staff are the ones who must make sense of the overall picture, and adapt the program accordingly.

(4) Primary responsibility for deciding input of—(*a*) Probationers, and (b) tutors. Volunteer leadership may come to have a larger share in recruiting tutors and matching them with probationers, but input of probationers usually remains a matter for decision by regular probation staff.

Especially in the implementary day-to-day running of the program, *volunteer coordinators* can increasingly assume burdens initially carried by regular staff, until, from the court's viewpoint, the program becomes virtually self-sustaining. Each of Boulder's two programs has its own volunteer coordinator, recruited from the ranks of experienced volunteers, as a particularly mature person with good administrative ability and tact in dealing with people. The larger of two programs has also had a volunteer administrator specializing in liaison with the local school system.

We can do no better than reproduce here *a job description and analysis prepared by the volunteer coordinator* of our Longmont, Colo., tutoring program. Listed below are his many duties.

(1) Liaison between tutor volunteers and probation officers.
(2) Liaison between parents and juveniles and probation officer.
(3) Serve on court's Volunteer Coordinating Council with other volunteer services, to represent tutoring service.
(4) Check out books at schools.
(5) Make appointments with teachers and counselors for tutors.
(6) Supply tutor report forms, application forms, evaluation material and questionnaires.
(7) Notify tutors and juveniles in regard to changes of date or place.
(8) Develop and suggest special projects such as summer programs.
(9) Provide resource material—encyclopedia, dictionaries, books, magazines.
(10) Arrange tours for juveniles with special interests.
(11) Arrange for visits of VIP's, such as judge, psychologist, etc.
(12) Visit with parents of juvenile at first session. Make them feel comfortable about the tutoring program and familiarize them with philosophy of tutor's interest and help to juveniles. Make introductions so as to enlist their support in getting juvenile to come regularly.
(13) Arrange transportation for juveniles on bad nights and for girls after study sessions.
(14) Arrange and plan occasional limited social affairs (cookies at last session before vacation—water-skiing party after summer).
(15) Remember an occasional birthday of tutor or juvenile.
(16) Introduce new tutors to others and to juveniles.

(17) Set tenor of courtesy and caring by observing simple courtesy at meetings—
    (*a*) Listening to ideas of juveniles.
    (*b*) Constant encouragement.
(18) Prepare commendatory letters to:
    (*a*) Parents of probationers who improve grades.
    (*b*) The probationers themselves.
(19) Arrange conferences with school officials and other agencies involved with juvenile.
(20) Recruit new tutor volunteers.
(21) Help with orientation of new tutor volunteers.
(22) Always preserve the dignity of juvenile and tutor in dealing with them. Offer friendship but not license.
(23) Help tutors avoid trouble if such appears impending.
(24) Keep close contact with tutors—ask for ideas and suggestions. (Another description of this volunteer coordinator job adds the following features, sometimes overlapping partially with the above.)
(25) Help staff match tutors to probationers.
(26) Keep program records, including attendance, grades, tutor "post mortem" session notes, etc.
(27) Organize and maintain a smooth flow of reports to the probation office on the overall program and each individual probationer in it.
(28) Public relations.
(29) Deal with problems encountered by tutors, or refer them to regular staff for assistance. (Volunteers unfortunately tend to be hesitant about bothering regular staff with their problems. They are more likely to confide them to a volunteer chairman, given proper encouragement to do so.)

Clearly, Tutor Program Coordinator is a formidable task, requiring conscientious execution of detail and considerable humanity. The coordinator must know each child and tutor in the program, and deal tactfully with them. Particularly, he must be able to work smoothly with the regular staff person(s) in overall charge of the program. Not incidentally, whatever implementary responsibility is taken over by volunteer leadership, duplication of things properly in regular staff domain must be avoided. There is enough work to go around without duplication and cross-purpose. A "unified command" is necessary. Appropos of that, regular staff may eventually transfer some policy as well as implementary responsibility to the volunteer coordinator. This can occur when the coordinator is so experienced and well-steeped in court policy, that he will automatically make essentially the same decisions as would the supervising probation officer or the judge.

We can only add that the quality of our volunteer coordinators' performance was initially a surprise to us. It has since become a satisfied and confident expectation of continuing excellence.

With this overall background in mind, we can dip into a few administrative areas which typically need special attention.

School.—The tutoring program is a "Court School System" designed to help struggling students in the local school system. The court and the schol system can surely make common cause on this, and it is necessary that they do so. For the court needs the cooperation of the school system in several ways: (1) Information on the probationer's grades, school behavior, truancy, class assignments, etc.; (2) loan of school educational materials, such as books, curriculum guides, and other study supplies; (3) access to teachers and other school officials so that tutors may consult with them as necessary. Incidentally, in such interviews the tutor need not reveal that his tutoree is an adjudicated delinquent—he can say he's just especially interested in helping the young person, etc. However, teachers often suspect the youngster is in some sort of trouble, anyway, and they may even be inclined to take more interest in the youngster's progress, knowing that someone else is working intensively with him.

The court is very well advised to consult with school people from the very earliest planning stages. Help them to feel a part of the picture in a project useful to them as well as the court. In some instances known to us, the school system wants to run its own tutoring program, in which it will accept juvenile probationers as well as other underachievers. This will lessen administration burdens on the court, but it will also mean less court control of the content and nature of the program.

Don't be discouraged by early "bugs" in liaison with the school. School systems tend to be rather big bureaucratic entities. Moreover, the experience of working with an independent parallel "school system" is new to them. Larger tutor programs may need a special school liaison person to concentrate on learning the ropes and winning the confidence of the school people with whom he must deal. Whoever the liaison person is—sometimes it is the overall program coordinator—he must have the full backing of the court, so that the school system takes him seriously, whatever their initial inclination not to take volunteers seriously.

B. *The Volunteers: Qualifications and Recruiting*

Qualifications.—A wide range of people are suitable for the volunteer tutor position. In fact, that is one of the strong points of the program, from the court's viewpoint. Within this range, however, certain definite characteristics should be looked for.

1. *Age.*—The tutor should be at least 2 years older than the juvenile and, whatever the juvenile's age, the tutor should be at least 18 or 19. We generally prefer 20 as a minimum. Nevertheless, younger tutors may have a head start on communication with juveniles. On the other hand, older tutors may be especially valuable for their maturity and experience. Patience and resilience may begin to be a problem for some tutors in the late sixties, seventies, and eighties, but no applicant should be refused for reasons of advanced age alone, without checking directly on these characteristics. There have been superb 70-year-old tutors.

At the other end of the age scale, you can find use for the fine young high school people who may apply, though not directly in your own court program. You can help them organize as tutors and counselors for junior high or elementary school children, who, in the opinion of the school system or the court, are headed for trouble, though not presently on probation. Though functioning independently of the court, such a program has real delinquency-prevention significance in terms of broad court purposes.

2. *Educational Background, Special Skills.*—Narrowly relevant experience in education or as a teacher is *not* necessary, nor is advanced college work of any sort. A high school education suffices, if accompanied by the commitment, concern, and imagination described in the paragraphs below.[1] The tutor needs to know just a little more than the tutoree or be able to learn it just a little faster. This is not difficult at all, considering the pathetic state of learning in which the average probationer-tutoree subsists. Examples are too numerous to cite in this respect: College girls tutoring in power mechanics; physicists teaching English and literature; middle-aged housewives who never took the course themselves tutoring in analytic geometry.

On the other hand, there is no reason to go overboard on a prejudice against professionals. Thus, certified teachers, active or retired, will be a welcome leavening for your volunteer staff as tutors or as resource people for the program. Generally, program resource people should have professional background in their area of expertise—reading, testing, counseling, communication, etc. (though we've had at least one instance of a previously untrained volunteer *making* herself an expert for program purposes, by pursuing a course of independent study). Another exception to the rule of "no special background needed," may be tutoring in special skills such as cosmetology, auto mechanics, secretarial, carpentry, etc. Even here, however, there are exceptions to the exception, as tutors learn the skill in order to teach it.

3. *The Kind of Person.*—All in all, the kind of person is far more important than the kind of education. Wherever possible, the volunteer should be from the local community in which he tutors. Incidentally, "local" definitely includes a student attending college in your town, even if his home residence is elsewhere. By virtue of his contribution to your community, this young person richly earns the right to be considered a part of it—in our opinion, far more so than the lifelong resident who sits on his hands. Moreover, collegians and local community adults have worked smoothly together in our Boulder program for over 2 years, during which the primary volunteer leadership has always been drawn from the students.

Tutors can be either men or women. When there is a relative shortage of men—the usual case—women tutors can be assigned to boy probationers (see sec. D on assignment).

Court volunteers are almost always middle class people, while probationers are frequently from the working class. There's little you can do about this, except try to compensate for its disadvantages and capitalize on its advantages. The class gap does tend to widen the communication gap at first, but the middle-class person is more likely to be a good "success model" for the probationer, more in a position to help him find jobs or in other ways profit from opportunities existing in the community. Where working class volunteers are available, of course, the court should go all out to get and use them.

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[1] You may nevertheless be surprised at how well educated the average volunteer is. A Boulder survey, confirmed by figures at several other volunteer installations, indicates that all but a tiny fraction of volunteers have completed high school; almost three-quarters have completed some college; about 40 percent are college graduates; and 15 to 20 percent have had some advanced training beyond college.

Certain personal qualities are most important. Among them are:

(*a*) *Maturity, balanced judgment,* the kind of person a probationer will naturally respect.

(*b*) *Desire for a meaningful personal relationship* with a youngster in trouble (as distinct from preference for administrative or theoretical pursuits). Concern and motivation to help.

(*c*) *Sensitivity, perceptiveness,* ability to relate to a young person in a natural counseling way. At the same time, ***sufficient firmness*** to maintain minimum necessary rules. Many probationers are expert manipulators and will walk all over anyone who is too submissive, whose eagnerness to be liked gets the better of his judgment.

(*d*) *Reliability, dependability, perseverance.* The volunteer must be on time for meetings, prepare lessons and job reports conscientiously, stick with the job through thick and plenty of thin. Probably, the probationer has already had his fill of undependable adults. The court can't afford them either, as it struggles to administer the activities of a number of part-time volunteers.

Chapter 4 in "Using Volunteers in Court Settings" elaborates on the above characteristics. They are personal qualities desirable in any volunteer working with probationers, whatever his role. The next qualification discussed is one which is especially pertinent for the tutor role.

(*e*) *Initiative, imaginativeness, flexibility, willingness to innovate.* Remember here that the more traditional methods of the classroom have failed with this particular youngster, or he wouldn't be in the court's tutoring program. We hope to change things so the probationer will profit more in the future from formal classroom teaching, but for the present, by definition, he doesn't. Therefore, give the tutor free rein in trying non-traditional indirect methods. Try to recruit the kind of person who can use this opportunity creatively and intelligently, capitalizing fully on his opportunities for intensive attention to "a student body of one." Section F on methods and materials illustrates what can be done here.

Initiative is a related quality. The volunteer with a "caseload of one" knows the youngster thoroughly and, therefore, has an in depth appreciation of what needs to be done. He also has the time to do it, if only he has the initiative to do it. Is a visit to one of the youngster's teachers in order? Is there a special kind of tutoring material or learning experience which might be useful? Is the youngster's schoolwork suffering from his being troubled about his job, his family, or his girl? Rarely

> will there be anyone else who can diagnose the difficulty as well as the tutor can. Almost never will there be anyone to tell him specifically to do this or that. He must use his own initiative, but always with a fine sense of when he should check with the probation department first, for significant departures from the overall rehabilitation plan for the probationer.

Ask anyone experienced in court tutoring programs what the key qualities of the tutor are, and he's likely to come up with something similar to what was described immediately above. One of our probation officers calls them the three-I's of tutoring: Imagination, initiative, and innovation.

4. *The Time Commitment.*—The chief strength of the role is time to spend with the youngster individually, over a sufficiently long period. This is just what the overburdened teacher doesn't have. The usual time commitment involves two or three sessions a week, maybe more, plus some time preparing lessons and getting materials, perhaps even more time in informal contacts. You are therefore talking about a minimum of several hours a week, sometimes growing to 10 or more hours a week. There is a qualifier on this, however. Telling the applicant "5 hours a week minimum" may simply scare him off at first. If a good person feels he can take on only one session a week, it's usually better to let him begin that way rather than lose him entirely. Often, he will begin to find more time, as his interest in his youngster grows. But it is always better to have once-a-week tutors than no tutors at all.

The tutor must be free to make the regularly scheduled tutoring sessions, of course, and be there regularly, with very rare exceptions. As the relationship develops, he can be more flexible, arranging individual meetings with his tutoree at a mutually convenient time and place.

This regularity must be continued over a period sufficient to counter the probationer's chronic failure habits and circumstances. Normally, this means at least 3 or 4 months, and it may well mean 8 or 10 months to a year. Tutors who drop out can be replaced by other tutors, of course, but it is far better to have one person working and building the relationship through the entire course of tutoring. (By the way, we don't complain if regularity and consistency sometimes inconvenience the volunteer. Thus, many of our college tutors continue tutoring during exam week and over short vacations.)

As a minimum, this kind of commitment requires the right kind of motivation, the concern and dependability discussed above. Given the proper motivation, the volunteer's circumstances must be favorable, too. A man may have all the qualities you want, but if he is a traveling salesman you can't be sure he'll be able to be there regularly enough. Remember, too, that collegians often can't continue over summer vacation, however valuable their winter services are.

By now, it should be clear that even though you don't have to have professional teachers, there are some definite things to look for in a volunteer tutor, some equally definite things to avoid. Our considered advice on this point is: Don't be afraid either to refuse recruits lacking these qualifications or assign them another type of job. Also, don't be afraid to phase out poorly performing tutors, or give them a less demanding job. In the long run, the dividends for program effectiveness and even for public relations far outweigh reluctance on any other grounds.

Recruiting.—(General reference: Ch. 3, "Using Volunteers in Court Settings.") The order of topics in this section is no accident. You should have in mind the kind of person you want before you begin to recruit. It saves grief later, refusing unsuitable applicants, reassigning or firing them. As a related point, avoid mass recruiting. It is far better to *start small,* with a few handpicked recruits, then pace growth steadily (not rapidly) in response to experience gained in actual operation of the program.

You are, indeed, normally in a position to be choosy. Court experience generally has shown a wealth of ready volunteer recruits, frequently more than you can use. Moreover, the tutor job has proven an especially attractive one to potential volunteers. Boulder currently has 50 tutors working in its two programs, and we rarely have trouble getting more when we need them. Getting recruits with exactly the qualifications you need is something else again.

A local or nearby college is an excellent source. This might be by arrangement with a class in education, counseling, etc., as part of their fieldwork experience, or it might well be through a local VISTA-type volunteer service organization at the college. Over 50 U.S. colleges have such organizations at this writing, and their number grows rapidly. It probably wouldn't take much to help start one, if it doesn't already exist. Moreover, even if they don't have an overall volunteer-supplying group, most colleges have smaller service or social organizations which can offer help as a service project.

Recruiting local community adults may take a little more digging, but it can certainly be done. One good method is speaking engagements by regular staff or veteran volunteers in the program, at service clubs, churches, PTA's, etc. Local news coverage is effective and you can even put "help wanted" ads in the local paper (ask the newspaper to volunteer the space as a public service). Perhaps the best method of all is the "friendship chain." Regular court staff or experienced volunteers tell their friends about opportunities for court work. This recruiting process has many advantages, among them the fact that the recruiter already knows and trusts the recruit personally, and the recruit knows him. Also, once the program is established, the friendship chain tends to bring in good recruits almost automatically in the needed number, with hardly any special recruiting effort on the court's part. Boulder consistently gets 60 to 70 percent of its recruits in this way.

C. *Facilities and Atmosphere*

A place where all tutor-tutoree pairs can meet is a good idea at first, permitting convenient overall supervision and assistance to the program, and providing a single place where all educational materials can be kept and called on as needed.

One of your first tasks will be to secure such a place. Churches have often come forward to offer their meeting rooms during weekdays, and these usually suit the purpose very well. Fraternal organizations, service clubs, even businesses, are also likely prospects. A school classroom or a room at the court can be used if necessary but they are often less desirable for their connotations of compulsion and formality. In any event, you should be able to get a place without paying rent.

The size needed will of course depend on the size of your tutor-tutoree group and the prospects for its growth. The rooms must permit *privacy* for tutor-tutoree pairs, either at different ends of a large common room or (preferably), smaller private or semiprivate rooms leading off a common room. The privacy requirement reflects the all-too-easy distractibility of juvenile tutorees. For the same reason, the place should be quiet, free from street noise, and inaccessible to the casual passerby. Visitors, too, are distractions.

If your court is in a large town or if transportation is a problem for any reason, the most central location for tutorees and tutors should be sought. The setting should be comfortable but businesslike. Without looking too much like a regular classroom, all the necessary physical ingredients should be there: Reasonably comfortable chairs, good writing surfaces on tables or desks (it's fine if they're movable), good lighting, a blackboard and pencil sharpener if at all possible. It is a nice bonus if there's a coke machine or coffee pot around. Another added touch is displaying educational materials in a naturally attractive way. A magazine rack is one example. In Boulder, a book distributor donated a revolving rack for paperbacks, of the type used in stores.

Once tutor-tutoree pairs have matured, they may want to leave the "nest" and meet privately on their own, at least part of the time, at a convenient place. This may turn out to be the tutor's home, the public library, a coffee shop, or even a park. It should be permitted when the tutor and supervisors feel the time is ripe for it.

D. *Program Input and Assignment*

Input of Probationers.—There are several types of youngsters who may be placed in the program. The category mentioned first is by far the most predominant and central:

(1) Failing in school, in danger of dropout, or perhaps already dropped out, in which case the problem is to get him back in. While most juvenile offenders are doing poorly in school, some are in far more desperate shape than others. Unless liberally endowed with volunteer tutors, a court will have to concentrate on the D's and F's instead of the underachieving C's who *could* be getting A's. However, academic failure is not the only entrance requirement for the court tutor program. The youngster must also have the potential to profit from instruction. At an extreme, the F student with an IQ of 65 may already be performing at academic maximum; the F student with an IQ of 130 most certainly is not.

Whoever decides program input will need to know IQ, at least. He can also garner useful insights from an inspection of the youngster's previous academic and disciplinary history.

Thus, was the boy who is today a D student, a B student 2 years ago, or was he an F student then? Finally, information on the youngster's aptitudes, interests, attitude, and personality is very useful. The school system may be able to provide it. At least two courts with volunteer tutoring programs do their own diagnostic testing to get this information. (One of them, our own, uses volunteers for this, too.)

(2) Occasionally, your program may have room for an exceptionally bright and promising youngster who is grossly underachieving; for example, the C student with an IQ of 145.

(3) Occasionally, too, a probationer may be put in the program primarily because it is an avenue for securing him the support and friendship of an adult, even though academic problems are not paramount. This is definitely secondary and depends on your having extra unassigned tutors, or on other special circumstances.

(4) When availability of tutors permits, Boulder sometimes puts nonadjudicated preventive cases in the program, with the consent of the parents; indeed, usually at their request. The idea is to help a dropout-prone youngster who has done nothing *yet* to put him under court jurisdiction but is clearly headed that way.

(5) Finally, a quite different type of input corresponds to a quite different type of program.[2] Here, it is not so much the youngster's failure to perform up to presently demanded levels in academic skills. Rather, it is the need to develop new skills, usually of a vocational nature, e.g., cosmetology for girls or auto mechanics for boys. While this program may in many respects resemble the academic tutoring described in this manual, it differs from it in many other respects. For example, the volunteer may work with a fairly large class of juveniles rather than one-to-one, and he will need special expertise in the skills he teaches.

Rare is the juvenile who fails to fit one of these categories of need. Among these in need, the court must choose those most desperately in need, concentrating on the first category described. Incidentally, sometimes a probationer may resent that his buddy got chosen for the program while he didn't. Tactful explanations are in order here.

Matching Volunteer to Tutoree.—One tutor for each probationer is the distinctly preferred linkup. One-to-two may be preferable to letting a boy on the brink of dropout go unhelped, if tutors are in short supply, but the ideal remains the ancient one of education: "Mark Hopkins on one end of a log; the student on the other."

The tutor should be at least 18 or 19 and at least several years older than the juvenile tutoree. We do *not* recommend using high school volunteers to tutor probationers of the same age, (although in some places, including Boulder, these students have tutored junior high or elementary school failures who are likely candidates for future appearance at court).

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[2] Or it may be the summer session of a court tutoring program which, in winter, stays closer to academic matters.

Above the minimum tutor seniority of 2 or 3 years, a smaller age gap may actually be advantageous as a headstart towards good communication; for example, the 20-year-old collegian tutoring the 17-year-old juvenile. Communication also figures in the desirability of assigning a tutor of the same sex as the tutoree: a man for a boy, a woman for a girl. Woman-boy combinations are also used, since boy probationers outnumber girl probationers more than men volunteers outnumber women. There may even be special advantages to a woman-boy match in some cases. For example, a boy probationer might want to show off a bit for his pretty coed tutor. That's fine, as long as he does so, not by "smarting off" but by trying to get smarter.

When it comes down to the particular individuals who make the best tutoree-tutor match, it is useful to know the volunteer's interests, temperament, and background, as well as the probationer's. But one should not be rigid about this. Both tutor and tutoree can learn new interests and enjoy doing so in a fresh relationship. As in any kind of marriage, it's difficult to predict which matches will work, and which will not, before the two people actually meet and interact. Therefore, insofar as possible, keep initial assignments loose and provisional, allowing the pairs that click to find each other on the basis of actual experience working together in the program.

Parents of Probationers.—As in any volunteer program, parents of probationers can cooperate with the court and the tutor and thereby make things much easier, or they can sabotage the program. From the first, bring them into the picture. Explain to them what you're trying to do to help their child and them. Work for their cooperation. In Boulder, all parents are given a written explanation of the tutor and other programs, as soon as their youngster is put on probation. Furthermore, when the youngster is actually assigned to the program, a covering letter is written to the parents (see app. A). Finally, on the first night of each program semester, Boulder convenes a meeting at the court for regular staff, volunteer tutors, probationers and their parents (a school official or two may be there, as well). At this meeting, Judge Holmes and the probation staff explain the program, request parental cooperation, and welcome questions from the floor. This question-and-answer period clears up many misconceptions and encourages the feeling that all of us are in this together for a worthwhile common purpose. Generally, parents accept and welcome this obviously helping program, once it is explained to them, and they feel a part of it.

E. *Timing, Termination, and Intensity*

Promptness of Assignment.—Once a youngster has come under the jurisdiction of the court and it is decided he needs tutoring, he should be put in the program as soon as possible, as soon as a volunteer tutor can be assigned. There is certainly no need to await the start of a new semester or a new phase of the court tutoring program.

Timing and Length of Sessions.—Weekday evenings seem best of all, say 7 to 9 p.m. This may even be a slight incentive for a youngster otherwise under early curfew. Also, it is generally easier to make for volunteers who are employed during the day, or housewives who need to have their husbands at home to babysit. Weekday afternoons after school are somewhat less convenient for this reason, and they also risk the probationer being especially tired of school, right from the start of the session. Weekend times may be all right but they risk running into planned recreation for volunteers, and probationer resentment at cutting into their "free" time.

One to two hours is a good length for the session, perhaps with a short break midway. This is time enough to settle down and warm up, but not too demanding of the youngster's limited span of attention. Within these general guidelines, tutors should be allowed wide latitude in deciding when a session has accomplished all it's going to, or when an especially interesting one should be extended.

Insist on the probationer being on time. Otherwise sessions will get sloppier and sloppier. In Boulder, youngsters who come late stay late and if the pattern continues, they hear about it from their probation officer.

Frequency of Sessions.—This has ranged from once to four times weekly, in various court programs. When the program is just beginning, administrative problems may be eased by sticking to once a week. In the long run, however, this is not ordinarily enough for the continual stimulation and checkup on performance needed by an underachiever. Two or three sessions a week is commonly used, but at least one court regularly schedules four a week. Occasionally, there is even good reason for going to daily sessions of 15 to 30 minutes each. This would be desirable, for example, when the probationer has a really critical problem, such as reading, which is damaging all his schoolwork.

A counterbalancing consideration in high-intensity scheduling is the risk of going stale, taking too much of the probationer's time, overprograming him (particularly if he also participates in other volunteer-manned probation programs). Two or three sessions weekly is usually about right, but much depends on the individual case. The experienced tutor should be given discretion to decide when an extra session is required, or a normally scheduled one can be skipped.

Continuation and Termination.—Don't expect miracles overnight. Don't think a few weeks of tutoring will reverse years of habitual failure. Several months is a minimum, with very rare exceptions. In Boulder, most of our youngsters are kept in the program at least 5 or 6 months, or until their probation ends (on the average, 8 to 10 months).

When should the youngster be allowed to "graduate" from the program? The tutor's recommendation on when to terminate, should carry heavy weight: after all, he's an "expert witness." Good records on the tutoree's progress are also essential to an intelligent decision. These will include the tutor's periodic reports, school reports, and the probation officer's evaluation. Defeats are not usually a reason for terminating, unless they are chronic and decisive, and there is no longer a realistic hope of the tutoree making any progress under the program.

Termination criteria are broad. Generally, they are directly related to input criteria. If you originally assigned the youngster because of "F" grades, you are going to want to see distinctly and consistently better school performance, before the youngster is phased out of the program. School grades are a first consideration, of course. Attitudes and general school behavior are also important, and things like truancy, discipline problems, and other less obvious matters of attitude.

Let us suppose the youngster seems to be on top of his studies at last, getting along better with his teachers, showing improved study habits and attitudes. He should still not be terminated until he has persevered on this higher plateau for a while. Tutoree behavior is typically up-and-down. Failure frequently follows close on the heels of success. Remember, you're trying to teach self-discipline and good study habits, and such things aren't taught quickly. Therefore, don't rush the termination decision; be reasonably sure that performance at the higher level is consistent and reasonably well established. Even then, abrupt and absolute termination is risky. When possible, we suggest a tapering off rather than a cutoff; that is, from three sessions a week, to two, then to once a week or every 2 weeks. For the same reason, we have allowed tutorees to continue in court tutoring even after their probation was completed, voluntarily and/or with their parents' consent.

Summer Sessions.—The idea of consistency in tutoring, over extended periods, implies the desirability of a summer program. Local school systems recess in summer; the court's "school system" need not and in Boulder, it does not.

There are excellent reasons for extending tutoring through summer. Many if not most probationers don't have full-time summer jobs. This extra time on their hands can be a potential for trouble if it isn't used as potential for growth (especially since volunteer help in other programs is usually scarcer in summer). Indeed, one judge asserts that his summer tutoring program is worth it if it does no more than keep his probationers out of mischief.

As for academic matters, summer can help get the probationer a little ahead of the game for a change, anticipating his next year's course work. It is an excellent opportunity for extensive work on specific chronic problems, such as reading, math or English. Moreover, the cultivation of constructive attitudes towards learning is a task for all four seasons. Appropos of that, the curriculum of the summer session can be even freer and more interest-oriented than the winter session; that is, except for those tutorees in the most dire academic need. The probationers themselves can have a hand in selecting activities. These can include museum tours, camping and hiking together, and longer-term projects such as gardening, building, auto mechanics, animal husbandry, and "research" projects.

As an example, last summer's Longmont tutoring program was run in conjunction with the local 4–H organization. Their own paid and volunteer staff assisted our tutors and probationers, first in selecting among over 200 projects available; second, in providing advice and standard 4–H manuals for the projects selected. These included auto mechanics, sewing, cooking, gun safety, and electronics. The tutors learned right along with the probationers, or slightly ahead of them. Probationers were encouraged to exhibit their projects at the county fair.

Note that much of this learning-by-doing was tailored to the individual probationer. Group projects are possible, of course, but they should be approached with some caution. A single constructive interest in an individual probationer is too precious a discovery to submerge in a common group project. Nor do probationers always work too well together at first, though they should certainly be helped to do so wherever possible, as programs develop.

F. *Methods and Materials*

Some General Points.—Traditional teaching methods may be employed, particularly in helping the probationer meet built-in traditional school standards. Whatever else he learns, the probationer *must* meet formal school criteria. For example, if schoolwork requires memorizing historical dates or multiplication tables, then the probationer must be drilled on these, and orthodox methods must be relied on to a large extent. The temptation to use innovative informal methods should not lead to neglect of necessary formal academic core requirements.

Nevertheless, nontraditional methods may help here, too, and they certainly figure prominently in the broader aims of tutoring—cultivation of an interest in learning generally, and a natural friendship-counseling relationship between tutoree and tutor.

Indeed, the tutor should be encouraged to capitalize on his unique opportunities as a catalyst of learning. These are. (1) Freedom to innovate and search out effective, nontraditional, indirect methods; and (2) ability to adapt approaches to an intensive knowledge of the interests and latent abilities of a single probationer.

Probably the central difficulty for the tutor is that school learning has been an unpleasant and painfully unsuccessful experience for his probationer; hence, his truancy, disciplinary problems, academic failure. The tutor's goal is therefore to cultivate an enjoyment of learning, a feeling that learning can be fun, an interest in gaining knowledge. A good way of doing this is to discover whatever genuine interest the probationer has, of an at least potentially constructive nature, then work through this and build further, broader interests in learning. You'll be surprised how much you can develop from, say, an interest in cars, or the guitar, or cosmetics. Here is where intensive one-to-one knowledge of the probationer comes in. At first, only someone who knows a probationer well may hope to discover a single potentially constructive interest on which broader explorations in learning can be based. In fact, the merely casual observer is struck first by nonconstructive ones—booze, dragging main street, larceny, and so forth.

This means that much of tutoring will not concentrate on any one academic subject area. Even where one formal academic area particularly cries for attention, our tutors generally prefer to disperse their efforts over several areas, concentrating on the development of general school interest and motivation. Normally, we don't have "English Tutors," or "Mathematics Tutors;" we have *learning* tutors, attacking the whole school achievement problem. The exception is when one particular school assignment or test is pressing hard in the tutoree. Then the tutor must concentrate on helping the tutoree help himself through this particular crisis.

Not incidentally, the tutor must be clearly aware of the distinction between helping the probationer help himself and simply doing an assignment for him. Tutors shouldn't be mere crutches in the latter sense.

Another kind of restriction is the need to *concentrate on basics.* The tutor is tempted to aspire to higher and higher levels of accomplishment for his tutoree. This is because he likes the youngster. It is also because the tutor's (probably) middle class background naturally assumes an "excelsior" striving. Therefore, he must be particularly on guard against overaspiration. When he would like to get his probationer interested in Plato, he must remember that the boy probably can't read comic books well. When he wants to try new methods of teaching algebra, he must remind himself that his tutoree probably never learned to add, subtract, and multiply properly. When he would like to see his probationer writing creative themes, he must pause to reflect that the boy probably hasn't mastered the fundamentals of English language skills—adequate grammar, vocabulary, etc.

Basic must come first. Rome wasn't built in a day and neither was Harvard. Moreover, an important dividend of concentration on basics is insuring some success experiences for a change. Pitching the work consistently above the probationer's current capabilities, reduces his self-confidence further when it is already near the zero-point. Beware the "goal-gap" between tutor and tutoree.

Educational Materials.—The watchwords here are realism and interest. The tutor is in a position to know best, and should be given free rein in selecting materials and developing his own.

1. The usual *basic backup materials* should be available for the probationer who "forgets" to bring his own—extra pencils, ink, paper, etc. A blackboard and pencil sharpener should be available too.

2. *School books,* manuals, curriculum guides, lesson assignments. It is desirable if program liaison with the school system can provide the tutor with extended loan copies of this material.

3. *Soft cover publications,* such as paperback books, magazines, and newspapers. These should be displayed enticingly on racks. Where possible, they should be in larger print for poor readers. Liberal use of pictures and visual illustrations is good for the same reason. The material should be realistic and above all, interesting, conveying the message that learning is related to real things the probationer is interested in. The range of selections should be daring enough to make a classical educator wince, but not daring enough to shock a minister—

(*a*) *Paperback Books.*—Underachievers have a built-in aversion to hard-cover books. They smack too much of school. Occasionally, underachievers will read the same thing in a paperback which they wouldn't even pick up in a hard-cover edition. Certainly, they will read more widely in the paperback domain. So what if this is a murder mystery, science fiction, or historical romance. The probationer is reading and enjoying it—a basic accomplishment for a basic need. Moreover, he can hardly avoid learning something in the process.

(*b*) *Magazines,* including current issues if possible. You'd be surprised how much you can teach from "Illustrated Mechanics," "Good Housekeeping," a hot-rodder magazine, or a news magazine. These are published by people who have to make a living selling them; therefore they are lively and interesting.

(*c*) *Comic books,* especially the "classic" variety. The same goes here as for magazines, perhaps even more so as far as interest is concerned. However, you will probably have to be more selective here. Some comic books are hostile trash beyond educational redemption.

(*d*) *Newspapers,* emphasizing current issues. Our tutors have taught arithmetic from the stock market pages. Easier crossword puzzles build fun and challenge into the learning of language skills. There is obvious relevance to school courses on current events and government, and an appreciation for history is absorbed along the way. Even the comic section has educational value, and it makes ethical points too, in a gripping way. And always, the probationer is at last reading because he *wants* to.

We suggest you encourage youngsters to check out soft cover materials, take them home for reading. Nor is there any need for a strict librarian attitude on returning materials promptly. An extended loan which the probationer really extends, may be a good sign of solid interest. Petty larceny of reading materials may even occur, a virtually unknown phenomenon in the prior history of juvenile offense. We are inclined to prosecute with forbearance.

Replacement of disappearing soft cover materials, and the building of a substantial library in the first case, may take some court funds. But this can be citizen-donated money. Direct donations of materials are a popular community philanthropy, too; for example, magazines and newspaper subscriptions, and used paperbacks. A Boulder paperback wholesale distributor sells us new paperbacks at half-price or cost, and gave us a revolving display rack as well. Try to get current and topical materials. Some donors are inclined to concentrate their philanthropy on items such as 1928-vintage dictionaries.

4. *Games.*—These can be a fun way of learning. Examples might be "Scrabble" and crossword puzzles for developing language skills; "Monopoly" for planning-ahead and/or numerical calculations; picture puzzles for spatial concepts and historical information, etc. You may even be able to tease some learning value out of card games. There are also a number of educational games specifically designed for their teaching value. Finally, you might look into the fun games with numbers developed by researchers in modern educational techniques at the University of Illinois and elsewhere.

5. *Movies, TV.*—Relevant films aren't always easy to procure, and they also mean a group audience, some of whom won't be interested.

Nevertheless, movies are interest-holding. The tutor can also scan local schedules for TV programs of pertinent educational value, watch them with his tutoree, and discuss them afterwards.

6. *Anything.*—Almost any object you can name has potential learning value, providing the tutoree has some natural interest in it and the tutor understands how to plumb its eduational value. Merely as examples, a guitar can obviously convey music appreciation, and even a social studies-related feeling for folklore and history. Moreover, one of our tutors used a guitar to teach physics and mathematics to a hippie-type probationer (the principles of harmonics, resonance, etc.). Again, the tutor who understands a car can make of it a classroom, astonishingly broad and effective in scope. The tutor's home has potential learning resources in every room: A man's shop, a woman's kitchen, etc. Or perhaps the tutor's slide rule strikes the probationer as a fascinating and prestigious gimmick. Show him how to show off with it, and he'll learn a lot of things along the way. Again, a tape recorder has all sorts of possibilities. One of our tutors was faced with a probationer almost entirely lacking in language skills. Moreover, he wasn't even *interested* in language. She had him give a reading for a tape recorder. He was nervous and faltering at first; then, lo and behold he began to read *with expression.* What is more, the tutor then took the tape to the boy's schoolteacher, who had formerly assumed he was hopeless. She no longer believes so.

Many of our better tutors design their own learning materials and situations. As noted, the possibilities are just about infinite.

Tutoring methods

Much of this is implied by previous discussion or repeats it, but certain general points bear repeating.

1. Favor informal, indirect, nontraditional methods whenever feasible. Avoid the didactic classroom approach, which has notoriously failed with the youngster. Good points are often made painlessly in casual conversation or in the course of shared experience in the session or out of it. The tutor should stay off the podium. As an approachable person, he needn't be afraid to admit he's learning right along with his tutoree, sharing the labor and the excitement. Often this is particularly effective; both the probationer and the tutor enjoy it. Not incidentally, the tutor's taste for learning something right along with the tutoree, may be a major factor in his, the tutor's, morale.

Flexibility and creative methods are generally encouraged, but don't go overboard. An unorthodox method won't necessarily work just because it's unorthodox. Flaunting tradition for its own sake accomplishes nothing. The proof of the pudding is always whether the method works.

2. Capitalize on intensive knowledge of one student, individualizing the approach to his capabilities and interests. Work through the potentially constructive interests you diagnose in the probationer, however remote from formal learning they may seem, however neglected they may have to be in a large formal classroom. Seek to broaden these interests, since tutoree discouragement and apathy are your main targets. Later, you can redirect his interests back toward narrower school requirements. Meanwhile, hold the line on minimal school requirements, by whatever methods are necessary.

The flexible, individualized approach doesn't mean the neglect of planning or organization. On the contrary, it may require even more planning on the part of the tutor, of an individualized type. The tutor should definitely have some kind of lesson plan and it is often desirable that he make his own assignments to the tutoree in addition to insisting on completion of regular school assignments.

As a general rule, a probationer will be interested in lifelike things, learning he can relate to his everyday life, and projects he can personally participate in and be a part of.

3. Approaches should be individually tailored to the tutor as well as the tutoree; that is, the tutor's skills, contacts, and experiences. You can't teach physics via guitar if you can't play the guitar; maybe you'll have to use the flute. You *can* introduce the youngster to an industry, and hope to impress him with it, if you happen to work in that industry. You can further bring to bear the resources and skills of your friends, after due consultation with the court.

Tailoring methods to the tutor's individual resources doesn't normally apply to tutoring in traditional academic subjects. As noted before, the tutor can almost always learn these subjects faster than the probationer, if he doesn't know them already.

More Specific Suggestions

1. Traditional classroom techniques will be necessary at times. Thus, where schoolwork requires memorization, there will have to be some drill.

2. Nor should the tutor go overboard and assume that all traditional educational aids are worthless. Maybe they haven't worked with the probationer because he hasn't had enough of them. That is, they would be good methods, if only the professional educator had time to use them intensively with the individual student, as the tutor can. For example, Boulder's boys with reading problems love to work out on the university's reading pacer. The local school system could loan you one of these, too, and a skilled person to run it on tutoring evenings. Then, there are movies, educational TV, stroboscopes, flash cards, and all kinds of visual aids.

3. Tours and field trips are especially effective: Concerts, museum tours, visits to local businesses or industry, art galleries, lectures, auto mechanic shops, hiking and camping, etc. One tutor took his tutoree to the computer plant where he worked. The tutoree was visibly impressed, began to think of it as a career. He soon discovered for himself that a lot of math background was prerequisite for the work. He had been failing math; he is doing well in it now. Again, a banker took his tutoree to his bank, and illustrated actual applications of math there (all study materials were returned to the bank). As another example, one of our tutors, a veterinarian, sometimes takes his tutoree along with him on calls, to illustrate practical applications of biological science.

4. Participation projects should be emphasized whenever possible, for individual tutorees or groups. This puts the youngster "inside" the learning process, builds pride in it. An example from our Longmont program may illustrate here. These are predominantly Spanish-American youngsters. Their current project is to research and prepare a history of the

role of Spanish-American citizens in their own community. A professional writer has volunteered to help them prepare the final report, but the work is 99 percent their own, and they know it.

Another group participation project, in conjunction with 4–H, was described previously in this manual. This kind of "research project" method has been used creatively with juvenile offenders at Dade County Juvenile Court, 800 Northwest 28th Street, Miami Fla. (Mrs. Ruth C. Wedden, Director of Volunteer Services).

5. Always work on building incentive and interest. That's your main problem with a youngster who isn't doing as well as he's capable of doing. He's discouraged; he's given up; he doesn't believe that learning can be fun and rewarding; he just doesn't care anymore.

Much of the approach here depends on points already discussed in the planning of the work itself. Make this work relevant to life and interesting. Tap the probationer's natural interest wherever possible. Pitch the level of difficulty so that the probationer can have some success experiences. In regard to tutor program "curriculum," one of the most prized program comments we ever received came from a probationer, who said: "This is great; too bad we'll eventually have to study." He *had* been studying, of course, but it was so interesting he didn't even recognize it for what it was.

All this is what might be called "internal incentive," growing out of the work itself. Attention should also be given to "external incentive," especially at first. By this is meant rewards outside the work itself, which are nevertheless contingent on reasonably good or improved performance.

For example, we write commendatory letters to probationers who show reasonable improvement. By "reasonable" we do not mean admission to Phi Beta Kappa. We mean only an encouraging trend upward from the brink of academic disaster. In the probationer's terms, this is accomplishment.

We also send notes to the probationer's parents when he starts doing better and, as already mentioned, tutors often let his regular schoolteacher know about it, too. In all these cases, this is the kind of pat on the back the probationer has always had to watch the "good" kids get, and never had himself.

The court may even see fit to use certain easings of probation restrictions, as rewards for specified and demonstrated improvement; e.g., the boy is allowed to drive a car again, or curfew is liberalized a bit. Of course, these have to be consistent with the overall probation picture for the youngster.

Debates or other competitions between tutoree groups can build interest, too, but try to organize them so that everyone gets a little reward for the learning-related activity, and no one is punished severely by failure. The probationer is already oversupplied with failure experiences in learning, and they haven't worked in straightening him out.

Incentive can also be based on regular points for good performance, or even small amounts of money (at least one tutoring program we know of does this). A point system seems promising. Find out the things the youngster most wants as rewards, which are also permitted by probation rules and within your means to provide, or his parents' means. (Many of these will not involve money.) Then decide what you want the youngster to do in return for this reward, and negotiate a contract stipulating the manner in which he may *earn* points, day-by-day, and step-by-step toward the reward. (NOTE.—this is a day-by-day proposition; you normally can't expect juvenile offenders to keep working 6 months without frequent reinforcing rewards or tokens of reward.)

Appendix D provides further information on this contract-incentive system, and a specimen contract used in our Longmont tutoring program. Every contract will be different, of course.

Two related themes run through probationer-tutoree incentive. First, it should be possible for the tutoree to get rewards regularly and frequently, if he earns them. The tutor, with his middle class ability to act in terms of long-range goals and long-delayed rewards, may have a hard-time understanding the average probationer in this respect. For the average probationer *doesn't* act in terms of long-range goals. This is a large part of his problem. The rewards of the moment tempt him too easily away from the worthy earnable rewards of the future. You must entice him into a constructive future by moving those future rewards into the present, piecemeal if necessary, but day-by-day, regularly.

As a related point, note that we put the accent on the positive, as much as possible. Reasonably good performance is rewarded; failures fail to get these rewards, but they are not actively punished, ordinarily. We aren't advocating coddling here. As noted before, minimum rules of attendance and orderliness are maintained, by punishment where necessary. Besides, the program makes the youngster *work*, like he'd never work in the traditional 1-hour-a-month probation. We are only saying that, wherever possible, the program should seek to reward the youngster for *earned* accomplishment which is reasonable, given his background of chronic failure. Punishment, earned or unearned, has had ample opportunity to straighten him out, and it hasn't done so.

The Use of Community Resources

Volunteer programs are essentially an exercise in the optimum use of local community resources. It is, therefore, fitting to conclude this section with a list of such resources for tutoring methods, materials, and facilities. All have been described previously.

1. People, as volunteer tutors and resource experts.
2. Local civic organizations, churches, businesses, and individuals, as contributors of facilities for meetings and tours, educational materials, equipment, and money.
3. Organizations concerned in any way with education, as resources in the design and conduct of tutoring programs. This includes the local public school system, and a local college if you have one. More broadly we have mentioned our use of 4–H, and there are probably many such organizations capable of similar assistance.

Naturally, State and national organizations can be resources, too; for example, your State department of education, and various Federal agencies and projects concentrating on the education of underachievers.

In conclusion of this section, the most important general word on probation tutoring methods is: Try and try again. *If one method doesn't work, try to find out why, then try another method and keep on trying.* There are no quick miracles.

G. *Tutor Orientation and Training*

The volunteer tutor need not be a professional educator, but he needs some preparation for his work nonetheless. He also needs intelligently organized opportunities to profit from continuing on-the-job experience. Where a tutor is simply turned loose and told to go to it as best he can, both morale and performance suffer.

There are two phases of orientation: (1) General orientation, the things every new volunteer must know, regardless of his particular job; and (2) orientation especially tailored to the tutor job.

1. *General Orientation.*—This can be covered in all-volunteer orientation institutes once or twice a year, but it is even more timely to give each new volunteer an orientation book with this material, for initial reading and continuing reference. The major topics typically covered by courts in general orientation of volunteers are:

(*a*) Definitions of basic terms relating to the court and probation.
(*b*) Philosophy, objectives and policies of the court.
(*c*) History of the court's volunteer programs.
(*d*) The court's place in the local government and judicial structure.
(*e*) Broad outlines of administrative setup and staff functions, locating clearly, key people in court communications.
(*f*) Directory of probationer-related services in the community and the court.
(*g*) Realistic expectations as regards the probationer.
(*h*) General guidelines for working with probationers.
(*i*) Court expectations of the volunteer as regards role and caliber of performance.

Note that all of this is *information*-oriented. In "Using Volunteers in Court Settings" an entire chapter is devoted to general orientation of volunteers, and this may be helpful for further reference.

2. *Special Orientation for the Tutoring Job.*—Assume the volunteer recruit now has some idea of what it means to be a court volunteer. He now needs to know how to be a court *tutoring* volunteer. The format is the same as for general orientation. Put relevant material in the recruit's hands *before* he begins work. Have him study it. Give him a chance to ask questions about it and discuss it with program supervisors or veteran volunteers in the program. Let him then keep the material for ready reference as his work progresses.

Some special tutor orientation material assembled for the Boulder and Longmont programs, is reproduced for illustrative purposes below. Notice that it addresses itself to problems commonly encountered by tutors in the program; for example, expecting too much progress too soon, typical discipline problems, etc. With program experience, you can build your own problem-answer library, and it may well differ from ours in some respects.

SOME THINGS TO KEEP IN MIND ABOUT TUTORING: ORIENTATION SUGGESTIONS FOR BOULDER AND LONGMONT VOLUNTEER TUTORS

These are some suggestions made to you by the juvenile officers who are in charge of our Boulder and Longmont tutoring programs. Fixed rules are hard to come by in this area, and you will certainly learn more for yourself as you gain experience, but we hope these suggestions will be worth your thinking about as a start.

1. *Know Your Tutoree.*—What are the academic areas he most needs help in? Try to understand his problems, needs, and potentialities as an individual, i.e., intelligence, background, etc., through talks with his probation officer, his teacher etc. plus your own firsthand knowledge of him. Court files will be made fully available to you upon application to the probation officer in charge of the youngster, who will explain necessary precautions as to confidentiality.

Below are the basic facts relevant to your own tutoree:

	Name	Address	Telephone No.
Tutoree			
Parents' names			
Supervising probation officer			
Volunteer chairman in your program			
Major resource people for the program in reading problems, testing, etc.			
Tutoree's school teachers			
Person to help you get school materials, information interviews, etc.			
Other volunteers who may also be working with this youngster			
Special comments:			

The resources and liaison people identified above are there to help you. *Don't hesitate to contact them for assistance and advice.* We don't expect anyone to be able to do the job properly without such assistance, so don't be bashful about asking for it.

2. A regular teacher can, of course, do many things you cannot, but by the same token, you can do many things a regular teacher cannot, because

you have only one student and you may be closer in age to him. So *don't try to be a regular classroom teacher.* Instead, try to capitalize on the special advantages of your tutor role; i.e., the opportunities for warmth, friendship, individual attention, *not* necessarily following a prearranged schedule as in a large classroom.

3. *Don't pitch your work way above the probationer's level of ability and present functioning.*—Remember, he *is* an underachiever, with well-grooved habits of failure. It's only natural to want him to achieve to his utmost, and therefore, set your standards high but be careful of this. You may only discourage him further with things he really can't do, and he is already discouraged enough in school.

This point applies to choice of subject matter, too. It would be nice if we could look forward to challenging our tutorees with sophisticated, advanced academic material. Unfortunately, we cannot because *they lack necessary fundamentals,* and it is these basics you will have to stick to, for quite a while at least. It is very likely that your (officially) ninth grade student doesn't know how to read effectively, or lacks fundamental language skills in vocabulary, pronunciation, and spelling. He may not know how to add, subtract, and multiply, even though he's taking (and probably failing) algebra. Hammer away at these basics, for without them he has little chance of successfully surmounting advanced work.

4. As a related point, *don't expect miracles overnight.* When things have been going wrong for 10 years or so, they don't get corrected in a few weeks or even months. Be prepared to expect slow progress, some bad days and some real setbacks. It takes time and all the patience you can muster. Try not to get angry at the child when you are disappointed on his behalf, or even when he seems mad at you.

5. *You are not expected to be an authority in any given subject area,* as a teacher is often expected to be. If something comes up to which you don't know the answer, don't bluff it out. Why not just say you don't know, and enhance your friendship by learning it together.

6. One of the advantages of one-to-one tutoring is that *you can be judiciously flexible in what you take up in your sessions.* You don't have to follow a relatively set plan, as though you were teaching a large class. Of course, the basic goal remains to improve the tutoree's grades in his schoolwork, but you have an opportunity to approach the problem from many tangents. *To a certain extent, you can ask him what he's interested in, and work your learning through that.* If he can only learn that learning is fun in any single area, that improved attitude may carry over into more formal learning in school. So, if he is interested in model cars, skiing, *anything,* you'd be surprised how many useful things you can teach through that. (We teach arithmetic through the stock market page of the newspaper, physics via car mechanics, etc.)

Textbooks are basic, of course, but you will probably find the youngster more receptive to learning via "soft-cover" material, at least at first; such things as newspapers, magazines, paperback books. Only be sure that all the material is in good taste.

7. Flexibility doesn't mean lack of lesson preparation; in fact, it often requires more preparation. *Be as prepared as possible,* with regular les-

son-planning spadework outside the sessions, too. *Have your own study materials ready for each session* and/or ask the youngster to bring some. You'd better have your own ready anyhow, because sometimes tutorees "forget" to bring their books and things, especially at the early sessions before friendship develops.

8. While we hope your relationship with the tutoree will grow to one of support and friendship, *firmness is sometimes necessary,* especially at first. Don't permit chronic lateness or absence, or failure to do lessons you've assigned, or failure to bring necessary books and materials to the session, or skylarking during the sessions. This kind of foot-dragging may occur frequently at first, consciously or unconsciously on the probationer's part. Don't allow it. Consult the youngster's probation officer or your volunteer chairman for backing and enforcement as necessary, and get it clearly established from the first that you are going to be absolutely firm about a few minimum rules, which it therefore doesn't pay the probationer to break. After this firm minimum understanding as to rules is established, friendship can develop; perhaps it can develop all the better because of it. But from the first, all of us have to live with the fact that the probationer is *ordered* to come to tutoring. He has to be, given his painful history of aversion to learning. We can reasonably hope that later, he will come gladly to the sessions, voluntarily.

9. Just as your basic rules test the probationer's commitment to the work, the tutoree may very well "test" you in various ways to see if he can really trust you. *Try never to let him down, even in small things like being on time for appointments. Never promise to do anything for him, however small, unless you absolutely intend to do it, and are able to do it.* Also, deserve his trust by being sure to *respect the confidentiality of his probationer status.* Of course, you may be talking over things with resource people in your program, but do not talk generally to acquaintances about things like that "poor kid I'm tutoring", what he says, what his problems are, etc. It's not fair, and if it gets back to the probationer or his parents, there goes your trust relationship. Even a casual, unintentional remark can do great damage in this way.

When the trust comes, the youngster will start *looking to you as a model for his behavior,* so whether you planned it that way or not, try to be the best model you can in your conduct, language, even in the way you dress. This is not to say you should be pious or preach to him. Just try to be someone he can like and respect.

10. *Believe in your tutoree as a human being, and try to act so that he will believe in you.—Trust and warmth are very important* and you have a special opportunity to be a friend, maybe the first adult friend he's ever had.

11. Here are some *types of conversations that are good openers* when you first meet your tutoree: What bothers you the most about school? Assuming you'd like to learn, how do you want to learn English, math? What good will it do you? How do you feel about coming to this kind of tutoring session? How did you get on probation? (If they don't want to answer this, don't push them.) School-oriented questions: What school do you go to? What course are you having the most trouble with? What courses are you doing well in? What teachers bug you and why? These

questions are pertinent to a student relationship, but not so uncomfortable as to ruin the atmosphere of an introductory session.

12. You may be sure the court is deeply interested in what you're doing. Please *prepare and file your tutoring report forms regularly and conscientiously.* We assure you they will be studied carefully for they are invaluable in helping us coordinate the overall rehabilitation effort for your youngster.

The court is deeply appreciative of your willingness to contribute in this crucial area.

In addition to the above orientation list, we have other material available for tutor reference, e.g.: (1) On special methods and gimmicks for teaching teenage underachievers; (2) "Some Suggestions About Remedial Reading Problems," researched and prepared by one of our volunteer tutors; and (3) an information sheet on school liaison, also prepared by one of our volunteers. Copies of items 2 and 3 are in appendix B.

Finally, a short outside reading list can be suggested for tutors, remembering that, while they are vitally interested in education, they probably aren't particularly interested in more technical reference books.

Avenues of Orientation Other Than Reading

Written orientation, useful as it is, should be supplemented by opportunities for question-and-answer sessions, covering the same and other material in face-to-face discussion. Give the volunteer a chance to air his questions and contribute his own ideas on substantive and procedural matters. Indeed, tutors' questions should be actively welcomed, not just permitted. Many volunteer tutors are bashful about bothering staff for assistance and advice. When they do contact you, advice and assistance should be prompt and authoritative. Veteran volunteers, too, are particularly effective in the orientation of new volunteers.

An application of this principle, found to be especially valuable in Boulder, is the posttutoring wrap-up sessions for tutors. After the probationers are excused, the tutors gather for an informal discussion of that evening's developments and problems. Also attending are the volunteer leaders of the program, often a regular probation officer and a program resource person, as well. There'll be questions like: "Hey (problem) came up tonight with my kid and I didn't quite know how to handle it.' The answer might come in this form: "Oh yes, I ran into something like that last month. I (what the tutor did) and it worked pretty well (or it didn't work too well; don't try it)." And so the discussion goes, dealing with immediate problems immediately and realistically, while everyone learns from the ideas and experiences of others. If the coordinator reads tutor reports beforehand, he can assure good coverage of current issues and problems. These sessions are also an excellent time for tutors to make their program support needs known to program administrators and liaison people. Finally, they are an excellent forum for proposing and developing new program ideas.

It is good if a volunteer program resource person can attend these sessions—an educator, communications expert, reading expert, or the like. The expert who contributes his services in support of the Boulder program also runs inservice training sessions for our volunteer tutors, once a month. (We definitely recommend something like this.) You can't compartmentalize learning. The tutor who wants it for his probationer, as he should, wants it for himself, too.

H. *Tutor Incentive and Support*

The volunteer tutor receives zero dollars and zero cents for his services. But he must be "paid," nonetheless, in a coin which is no less real because it happens not to be money. The principal source of volunteer reward is the satisfaction of his work in a meaningful helping relationship to a youngster in trouble.

While the main reward is in the work itself, certain "fringe benefits" are important, too. Thus, at least one court has arranged for its college volunteers to receive college credits for their tutoring work at the court. Moreover, it is almost always appropriate to treat volunteer tutor work as genuine work experience; i.e., as reference for further jobs, advanced training, etc.

A reasonable amount of dignified and appropriate recognition is always very much in order. This may include a certificate of meritorious service (it is surprising how highly volunteers prize this), a thank-you note from the judge, and, perhaps most important of all, a personal pat on the back every now and then, for a job well done. As a related point, staff must work continually for good communication, to make the volunteer feel a part of the overall picture, and understand how his own work fits meaningfully into it. This is a real problem in volunteer programs—a small regular staff must keep in touch with a much larger part-time volunteer staff, usually employed primarily in a vocation other than the court. No other complaint of volunteers is more frequent than: "I feel isolated, left out in the cold."

Staff acceptance must be more than passive and verbal. It must be expressed in active support of the program, a working respect which sees to it that the volunteer gets what he needs to do the job. If he needs certain educational materials and can't get them by himself, help him to get them. Does he need background information on his probationer? See to it that the court's files are open to him, with appropriate protection of confidentiality. Assist him in setting up liaison meetings with the probationer's teachers and other school officials. If he has a lateness, attendance, or other disciplinary-type problem with the probationer, back him up with the necessary authority.

Does the volunteer want to learn as he teaches? You can bet that he does. Volunteer tutors often mention how much fun it is for them to learn new things right along with their tutoree. Indeed, the desire for growth and learning is one of the principal motives of the volunteer and the court can do a lot to open up opportunities here. It should be serious about volunteer orientation and training for one thing (sec. G). For another, it can allow the tutor maximum reasonable leeway for creative exploration in tutoring methods (sec. F).

But when all is said and done, the principal coin in which a court pays a volunteer is satisfaction in his work, most definitely including a meaningful personal involvement with his probationer. Screening and assignment are crucial here. Be as certain as possible from the first, that tutoring is the right job for the volunteer, that he's matched to a tutoree with whom he clicks. Reassign if the first assignment isn't working out.

The probationer himself is perhaps the most powerful motivator of the tutor, if the match is good. The tutor soon gets "hooked" on "his" kid. He needs little more than the knowledge that his work has a chance of helping the youngster. Indeed, the old adage applies eminently here: "He who helps others, helps himself" (newly rechristened, "The Helping Principle"). Our probation officers have remarked that the best present you can give a good volunteer after successful completion of one case, is another kid to work with!

Any staff person who's been cornered at a volunteer coffee hour and been lectured for an hour about the volunteer's tutoree, will have no doubt about the volunteer's involvement. Tutor volunteers consistently reflect this involvement in a broadening of their relationship to the probationer. Tutors have accompanied their tutorees to PTA meetings (when the tutorees, parents were too "busy" to do so), taken them on camping trips, had them to dinner in their homes, gone to tutor them in jail or when they were sick at home, etc.

Actually, overinvolvement may become a problem, in two ways. First, the tutor may come to side with probationer "against" the court, or expand the relationship in other ways to the point where it conflicts with court purposes, or simply takes too much of the probationer's time. Tactful volunteer supervisors must keep an eye on this. The volunteer must understand that permission for outside activities must be secured from the court, particularly in the early stages of the relationship.

Secondly, extensive involvement sometimes—not always—makes disappointment harder to bear. Orientation must meet this problem early, preparing the volunteer for the frequent frustration of work with probationers. The volunteer must be ready to find progress suddenly collapse, and he must then pick up the pieces and start again * * * and again. While it is true that nothing tests a volunteer's commitment more than a disastrous setback for his probationer—such as jail—it is also true that involvement can support him during such crises. There are many instances of volunteers who, when their youngster had to be jailed, went to the jail cell to continue tutoring.

The court has an excellent headstart in tutor morale, for tutoring happens to be an appealing job for potential volunteer recruits. The role is clearly a helping one. Moreover, for those volunteers who are apprehensive about it at first, it can be kept structured.

There is a concrete purpose to it—improving school performance—and it can be kept to specific hours and assignments in a group setting where supervisors and other tutors are there to turn to, if problems arise. Later, as the volunteer's confidence grows and the tutoree's confidence in him grows, the relationship can be broadened as desired, to friendship and counseling outside the more formal tutoring framework.

However attractive the job is for volunteers, they are frequently uneasy about their qualifications at first. An early objective is, therefore, to *build up the volunteer's confidence*. Often, the reason why neophyte volunteers don't believe they can do the job is a feeling that only a certified or professional teacher can handle it, especially since it is by definition a difficult case in which professional teachers have already failed. But this may be exactly the point. Innovative, creative methods may especially be called for if traditional methods have failed. You can also point out to the volunteer that his tutoree (probably) has no place to go but up. The tutor can hardly make the tutoree read any worse than he already reads, or drop his math grade any lower than his present F. By the same token, the volunteer is almost certainly bound to know more than the probationer in any subject area, even if he (the tutor) has been out of school 20 years. If he's as ignorant of the area as the probationer is, he will usually find it fun to learn it right along with the probationer (probationers seem to like this learning together), or perhaps slightly ahead of him. There have been instances of sweet young things teaching power mechanics to car-crazy teenage boys.

APPENDIXES

APPENDIX A.—LETTER FROM JUDGE, TO PROBATIONERS' PARENTS, ANNOUNCING AND DESCRIBING THE PROGRAM

May 10, 1968.

MR. AND MRS. JOHN SMITH
1010 Maple
Boulder, Colo. 80302

DEAR MR. AND MRS. SMITH: The juvenile court provides a special tutoring program for probationers who need assistance with their school work. The tutors are volunteers who provide this service to probationers without charge.

We have arranged for your son to begin attending on Thursday, May 16 at 7 p.m. Sessions may be held twice each week on Tuesday and Thursday evenings for 1 or 2 hours, depending on the severity of academic need. They are held at the Presbyterian Church, 8th and Walnut Streets.

You are invited to attend the first session so that you may ask the tutors any questions you have. For additional information, you may contact Mr. Robert Hamm of the Juvenile Court Staff, 444-1422.

The court will appreciate your full cooperation.

Sincerely,

HORACE B. HOLMES,
District Judge.

APPENDIX B.—SOME TUTOR ORIENTATION MATERIALS

Boulder County Juvenile Court

B1. Some Things to Think About in Working With Juveniles (General orientation suggestions for all court volunteers)

We realize fully that working with juveniles cannot be reduced to "cookbook" form. Much will always be left to your own good judgment. Every case has much of the unique in it and can't be handled exclusively in terms of general rules.

As a general rule, our juvenile probation staff feels that respect is the keystone in working with a juvenile offender. Your ultimate goal is a counseling type relationship. The youngster, however, will never be open to effective counseling until he respects and trusts you as a person. He will never respect you until he realizes that he cannot "con" you, and that you will not "con" him. He has very probably learned that he can in many respects "con" most of the people like yourself that he has come into contact with (school, parents, employers, etc.). You *must* be different. You *must* be honest. Never make a promise or a threat that you cannot back up. When he realizes that this situation is really "for real," then you will begin to make some progress. Within this general framework, here are some guidelines well worth your thinking about, as points of departure around which to build and organize your own personal experiences working with juveniles.

1. *Keep in Contact With the Child.*—Rome wasn't built in a day nor is a child's life rebuilt in a day. Whatever your volunteer job, be preparted to invest some time with the child. We recommend *at least* one visit a week, as a minimum. Occasional contacts are unlikely to make the kind of impression we need.

Keep in contact not only with the child but with the juvenile department. The APO, tutor or other reports you fill out on each contact with the child, are extremely important in keeping the juvenile officer in charge of the child fully advised as to the child's progress with you and the other volunteers working with him. *Please file and return these reports fully and promptly*. It's crucial.

Also, come in and see us as frequently as you can, with your ideas, reports, suggestions and problems. We're here to help, too, and the juvenile officer in overall charge of your youngster is the one person who has all the threads in his hands, since he alone receives reports from all volunteers and agencies working with that child.

2. *Patience.*—Don't expect overnight miracles. When things have been going wrong for years and years with a child, they don't get cor-

rected in a few weeks, or months, or even years. Indeed, the positive impact of your work may not have decisive effect till long after you've stopped working with a youngster; you may never even see them.

It takes time. Even if slow progress is visible, there will be frequent setbacks.

3. *Be Ready for Such Setbacks; With Patience and the Ability to Deal With Your Own Disappointment, and Heartbreak.*—That does not mean you can't show anger-under-control as a normal human would respond to "bad" behavior. But do not vent your frustration and anger on the child; it's a very easy trap to fall into, even unconsciously. Although we all like to achieve success with a child, remember he does not *owe* it to us; he owes it only to himself.

4. *Give Attention and Affection.*—The child you're working with may never have known really sustained attention and affection, and (at least at first) he may not know how to handle it in a normal way; i.e., he may tend just to sop it up hungrily without giving in return.

For one thing, *don't expect explicit thanks and gratitude* either from the child or his parents. Even if the child feels it, he may not know how to express and communicate it, may actually be embarassed by it. In fact, puzzled by what your role is, and angry at being on probation, the child may frequently focus his resentment on you, and this will be hard to take when you know you're only trying to help him.

But though your work is not rewarded by specific thank-you's, it is in the long run appreciated, probably more than you or we shall ever know.

5. *Be Prepared To Listen and To Understand What Your Child Says.*—Maybe it's easier for you to do most of the talking, even to "preach," but chances are the child has had plenty of this before and hasn't responded to it. What he very likely *hasn't* had is an adult who will hear him out, really listen to what he has to say. What the child has to say may shock you, in its difference from your own set of values and standards; try therefore to think of it in terms of its causes, objectively, without either judging or condoning.

One of the child's important problems, remember, is communication with adults; not because they haven't "talked at" him, but because they haven't listened to him enough. Therefore, *too much talking on your part* is more likely to break communication than enhance it.

6. *Be a Discerning Listener.*—Listening doesn't mean you have to believe everything you hear. Some of these kids are pretty skilled manipulators, and have come to believe that stretching the facts a bit is an effective life style (they may not even know they do it). Much of this, too, will be just letting off steam, getting things off their chest, and within limits, this is a good thing.

Still, *don't be a naive all-believing listener*. Check the facts whenever you can; see how well what the youngster tells you accords with reality. When it doesn't, it is frequently good to let him know you know this, kindly but firmly; i.e., "reality test" for him. As he comes to know that you expect accuracy (within his means to achieve it), maybe he'll get in the habit of producing it more often, and very likely he'll respect you the more because you expect it.

7. *Don't Prejudge, Particularly at First.*—Keep an open mind on the probationer especially when first getting to know him. Avoid forming fixed and premature opinions, until you've done a lot of discerning listening, and gathered all the background information you can.

8. *Know Your Youngster; Get All the Information You Can on Him.*—Some volunteers prefer to form their initial opinions solely by direct contact with a child and not by previous study of the extensive files we have on him. Others prefer to study these files first, but *at some point you will want to take advantage of the enormous stores of information in the youngster's file at the probation department.* You'll need all the background you can get on the whole child, and you'll be missing vital parts of it if you don't study this resource file. It contains home and school investigation reports, continuous evaluative comments and reports by regular staff and volunteers, personality, attitude, aptitude, school achievement, optometric and audiological test results, and basic papers describing the child's family background, record of previous offenses, legal status as an adjudicated delinquent, etc. This file, and other information resources at the court (described in a directory currently being issued to volunteers) are to be *studied only at the court;* they cannot be taken out except in very rare cases with clear and explicit special permission from regular staff.

As a related point, familiarize yourself with the range of services in the court and community, from which your child might benefit. Do not hesitate to suggest to us that they be added, if you think it appropriate.

9. *Respect Confidentiality, Utterly, and Completely.*—Whatever you know or surmise about a youngster is under no circumstances to be divulged to or discussed with anyone but a person fully authorized by the court to receive this information. Not even the fact that he is a juvenile offender should be disclosed.

This stricture is absolute. Violations are not only highly unethical; they are the surest way to destroy a relationship with the juvenile, if discovered, as they frequently are.

As a related point—respecting the privacy of the juvenile—be cautious and judicious about asking probing personal questions, especially early in the relationship. The response may be only resentment, until such time as the relationship can support discussion of personal material. (Nor should you assume the youngster wants to hear *you* discuss *your* personal life in lieu of his.)

10. *Don't Rush It.*—As the relationship develops you can *encourage the youngster to think about himself,* his actions, goals, etc., and from that knowledge plan together, more constructive activities from which he'll derive a measure of self-respect and success. Many of our youngsters have previously done almost no careful thinking about themselves in any planful, forward-looking way. They seem almost to run away from self-awareness.

11. *Report Violations.*—Confidentiality does *not* include keeping known violations a secret from the juvenile officer in charge of the youngster. However easy and "nice" it may seem to do so, in the long run sweeping such things under the rug does the child a disservice, i.e., he continues to think he can always "get away with it" and you, by sacrificing

everything to win his friendship, will end up by losing his respect—by being a "tool" he can do anything with. *Report all violations, promptly.* In general, whenever you have the slightest doubt as to what your legal or law enforcement obligations are, you should *check* with a supervisory person in the court. Do this immediately, before taking any action which might be seriously wrong or even illegal.

Even in discussing with the younster possible or unproven violations, be honest and firm when you disapprove; this is not inconsistent with being supportive and friendly, whenever possible. After all, if you don't stand for something in his eyes, there are very few others who will.

12. *Know Your Job.*—Much of the above depends on what volunteer job you have. Group discussion leaders have "privileged communication" with probationers, for example; APO's and DPO's do not, and must report violations.

Be sure you *discuss with a juvenile officer and understand thoroughly your particular volunteer role,* before beginning work. Know its possibilities and its limits.

In general, your volunteer initiatives are encouraged, but *do not expand your role; e.g., from tutor to APO, or APO to tutor, even unofficially, until you consult thoroughly with a regular staff person.* This includes extras, of course, like taking the youngster on a trip with your family, etc.

13. *Be Supportive, Encouraging, Friendly, but Also Firm.*—Whatever role and obligation you have, as the youngster's "conscience," to oppose and report infractions, you can still be supportive, encouraging, friendly, to the limit possible. Indeed, respect and friendship will be far more solid with both if the child knows that at the same time as you appreciate and respond to efforts at self-improvement you will be firm, honest, and objective in disapproving where this is warranted.

14. *Present Your Ideas Clearly, Firmly, Simply. Always Mean What You Say, and Be Consistent.*—Never make a promise or proposal unless you've thought it through first, and are fully prepared to back it up. The juvenile will test you, "call your bluff" and see if you will in fact consistently deliver as promised, either as rewards or in backing up the limits you set. Be serious about the limits when he tests you, and the rewards when you've promised them and he has delivered. All this is an important part of his learning to trust you (which will come slowly in any case).

Don't let the kid down even in apparently small things, like *showing up for appointments, and being on time.* If you don't show responsibility as a model for him, you cannot expect him to learn it for himself.

15. *Be a Good Behavior Model for the Child.*—One of the best things you can do is to become, in your own behavior, a good model for the youngster. If your own dress, language, and behavior is not of a good standard, you can scarcely expect it from your probationer. Chances are he has had enough "bad models" already; give him a good one.

There is another respect in which it is especially important that your own conduct be above reproach while working for the court, in that you represent the court and your behavior reflects on the court at all times. You may justifiably consider a few hours volunteer work in the court as but a portion of your life; mainly, you may be a college student, a housewife, or a businessman. Others do not make that distinction so readily. To them *you are a court person,* and expected fully to meet the high standards the court itself expects of others (much the same thing as community expectations of teachers and ministers). If you do not do this, *the court* will come in for heavy criticism to which it is very vulnerable, perhaps more so than you yourself are. This is not a hypothetical situation; it has happened, and quite painfully, in a few cases. *Before accepting court volunteer work, you must decide to live up to this special condition.* If you don't feel you can, no harm is done, provided it is stated clearly to us beforehand.

16. *Avoid Being "Caught in the Middle."*—You can be a liaison between the child and his world, but be careful not to get "caught" between the child and his parents, the child and his teachers, the child and the court, especially as *an intercessor in some way used by the child against his parents, or vice versa.* Frequently, this happens when you succumb to the temptation to be liked by the child *at all costs,* to be a "nice guy" no matter what. It can easily happen here that the child will then "use" you in the conflict with authority which is often his control problem.

Your relations with the child's parents are a particularly sensitive area. Move with care here and inform yourself as fully as possible early in the relationship, by discussions with the juvenile officer in charge of the child, etc.

In general, remember that though your own relationship with the child is naturally foremost in your mind, he has other important relationships as well, to his parents, peers, teachers, etc. Give some careful thought and attention to these, too.

17. *There Are Indeed a Number of Things To Keep in Mind When Working With a Juvenile.*—Much of it boils down to "be yourself" and "care sincerely about the youngster." We have always been confident that our volunteers are just that kind of people.

B2. Instructions for School Liaison

(Mrs. Martin is the volunteer in charge of School Liaison for the Boulder Tutoring Program)

To all Tutors in the Court Tutoring Program

Welcome to the Court Tutoring Program from Marleen Martin.

Our textbook needs, and some material and supply needs are filled by the Boulder Valley School System. The school administration is very cooperative to say nothing of the fact that they are more than generous even though some text inventories are in limited supply. As a liaison between tutor and schools, I obtain copies of texts that you have judged as needed. Each text requested is charged to a tutor (including any copies obtained for tutoree). We attempt to keep this inventory as up-to-date as possible and your cooperation in this matter is greatly appreciated; for example, informing me when you plan to trade the use of texts, or returning texts you no longer plan to use, etc., etc. We feel that efficient maximum use of texts is but one way to return consideration to the school system for their efforts to assist us in our endeavor. Occasionally, I will request an inventory check—I'm very talented when it comes to making errors in my bookkeeping!

As for requesting a text, simply refer to school and class your tutoree attends and I'll do the rest. However, if it is at all possible, it would expedite matters a great deal if title, author and/or publisher are made known to me. The same applies to grades obtained in school. As a matter of fact, it would be helpful to us if each tutor could obtain as many reports of grades of last spring (including January grades) that your tutoree will have or can remember. When turning this information back to me (for the tutoree's files), please list grades and school the tutoree attended. The court evaluation committee is planning to use all such material in their effort to evaluate our program.

Another facet of the school program which may be of interest to many of you is the use of curriculum guides on loan to us from the schools. Some are just "off the press," some not ready for printing yet as they are under revision, and some are older. It should be noted that, at the present time, many schools have their own guides for curriculum plans. Perhaps, in the future, the same guide may be used throughout the system. It should be further noted, these outlines are guides with flexibility being the rule rather than absolute law being the rule. Nevertheless, I'm sure we all recognize this aid as an invaluable source of planning general directions as part of your goals in helping the tutorees with their school needs.

Thank you for your cooperation and attention. A good year to you and your tutoree.

B3. Some Suggestions About Remedial Reading Problems

Note.—Prepared by a lay volunteer in the Boulder program, who pursued independent research to make herself an expert in this area.

The causes of remedial reading problems are generally multiple. Research indicates that as many as 50 percent of the problem readers have physical or visual disabilities of some kind. Eighteen percent have hearing problems and 6 percent speech defects, which interfere with perfecting reading skills. Others are victims of poor learning conditions and some are emotionally disturbed.

It is difficult for the amateur remedial reading teacher to make an accurate diagnosis of reading problems and caution should be used in doing so, as an incorrect diagnosis may lead to further problems. Certainly some effort should be made to check on the problem reader's health and visual acuity. His IQ tests may be consulted to find out what can be expected in learning speed and capacity. Speech defects may be picked up by having him count slowly from one to 12 and asking him to name the colors red, blue, green, yellow, pink, black, purple, brown, orange, white, gray, silver in that order as this combination includes a wide range of the sounds made in speaking English.

Insight into his past training in word attack methods may be gained by conducting the following tests:

(1) Have him read Dolch's Basic Sight Word Test. Note what errors and omissions he makes. The average third grade reader can recognize these words at sight.

(2) To see if he is able to use context clues in approaching an unfamiliar word make up a paragraph which omits some key words and ask him to read it aloud, supplying the missing words by guessing.

(3) Mix up a list of the alphabet, capital and lower case, and ask him to name the letters.

(4) Test his knowledge of consonant sounds by having him make the *sounds* for r, n, l, m, v, z, s, f, which can be made cleanly without adding an "uh" vowel sound. The consonants y, t, k, p, j, h, b, c, g, w, d, cannot be sounded without "uh" so he can show he would hold his mouth to make these sounds. Ask him what sound sh, ch, th, wh, ng, make to see if he recognizes them as single consonant sounds.

(5) See if he has had training in initial consonant substitutions by asking him to read the following sight words; then cover them and ask him to read the test words:

(sight) man sent star night at hen blue kite hair zest.

(test) ban pent mar bight gat fen clue rite lair zest.

(6) Determine if he can hear short vowel sounds by reading the following words and asking him to name the *sound* not the name of the vowel: bread bunk snap split block

(7) Determine if he knows long vowel sound rules (two consecutive vowels, say the first ignore the second: vowel, consonant, final e, say the name of the first vowel) by asking him to read: teal vie shoal trite gate dune

(8) Find out if he knows the common vowel digraphs by having him read: noon awl coy flout stray maul foil jowl

(9) Find out if he has had single letter phonics and can blend sounds; tell him the following are nonsense words and ask him to read them: fis lote gud keat hin sut jav tope sive muts beme grue nibs pud nobe beed nel bute kim sult faim

(10) Check on whether he makes reversals by having him read the following words as fast as he can: pal even no saw raw ten tar won pot rats keep nap tops read meat lap never

(11) See if he understands prefixes, suffixes, and compound words as units by having him read the following nonsense words—

(prefixes) repan conjump inwell delike dispay combent ungate excry proread prehead enstand.

(suffixes) balling booker floorest dation skinance meatness chairly waterful burnant truckous.

(compounds) nightbank dinnerplayer basketmeet broomfeather paperjumper eatmobile spaderoom carthouse.

(12) Check his ability to syllabicate words by having him mark the parts and then read the words: bombardment combination refreshment establishment revolver entertain cucumber

If the tutoree does not understand or cannot complete successfully most of the preceding tests, he needs help in learning word perception skills. Experts agree that it is not a good idea to spend long periods of time drilling word perception methods, as problem readers generally have short attention spans, and feel very frustrated at their inability to read. Easy material should be chosen to work on, so that the student can experience some successful reading. Drills similar to the tests may be used, but perhaps a more meaningful approach is to devote a small portion of each tutoring session to the student's reading aloud from whatever material he is working on, while the tutor patiently corrects him. Some things to check him on are:

(1) Remind him not to spell unknown words, which is futile, but to *sound* them.
(2) Encourage him to guess at the word first and then verify it by sounding it out.
(3) Make him sound out any reversals he makes.
(4) If he omits letters or words, point them out to him.
(5) If he confuses the sounds of certain letters, call them to his attention and give him other examples of these letters to sound.
(6) Try to acquaint him with word analysis procedure for multisyllable words. Have him look for compound words, then for suffixes and prefixes, and then, if he gets no clues from these possibilities, count vowel sounds, cut the word into syllables, and sound the syllables.

If the tutoree had no difficulty with the word perception tests, have him read aloud a paragraph and watch for other bad reading habits.

If he loses his place frequently find copy for him to read that has short lines and a good space between the lines and make him practice on that until this habit is overcome.

If he holds his head at a strange angle or moves it a lot while reading, experiment with different positions of the book until he finds a comfortable one that prevents these distractions.

If he reads each word separately, suggest that reading is talking in print and find some dialogue to read with him for practice. Have him state or mark the phrases in sentences and try to get him to read them as units.

A poor reader doesn't read ahead with his eyes when he is reading orally. He can be helped to do this if the tutor suddenly covers the page and asks the reader to tell him the next few word he would have read. The tutor can make some flash cards with phrases on them and have the tutoree read one phrase while looking at the next.

If he repeats a word while trying to comprehend the next one, point out how that halts the flow of the reading and agree on a signal with him to remind him not to do it.

If he ignores punctuation, explain its meaning and demand a pause. Have him count if necessary (one for comma; two for period) until he remembers to observe the punctuation.

Bad reading habits can be minimized with lots of oral reading practice and continued reassurance by the tutor.

If the tutoree has progressed beyond these word perception limitations or bad reading habits, then work on his silent reading skills may be begun. It is useless and demoralizing to try to teach speed reading to someone who hasn't any method of word attack. Have the tutoree read silently and watch him closely to see if he articulates. This problem is difficult to eliminate but can at least be pointed out as a factor in slow reading. Some teachers have the reader hold a pencil in his mouth to remind him not to articulate while reading silently. It should be explained to the reader that an attempt to break this habit generally results in a sharp but *not* permanent drop in comprehension.

Reading comprehension can be enhanced by explaining to the reader that different materials are read in different ways, by asking him questions about his reading; by giving him specific practice in reading for general significance, or for details or to understand a process. He can be stopped in the middle of a paragraph and asked to predict the outcome. He can be exposed to various styles of writing to see if he can evaluate such devices as irony or satire. His vocabulary will increase if the teacher frequently asks him for definitions of the words he encounters and suggests synonyms or antonyms.

As his ability increases he can be given more difficult material and taught to preread it (first and last paragraph, topic sentence in intervening paragraphs) read it and then scan it for note taking purposes. To teach scanning techniques, give the tutoree questions about the material and tell him to find the answers by looking for key words related to the questions. Do not give him enough time to read the material. When he begins to be able to scan, the process can be reversed with material first, then the questions.

Reading rate can be improved by beginning with easy narrative material and timing the student. The seventh grade norm is 210 words per minute and for high school students, it is 295 words per minute. A selection can be repeated several times and the student urged to read at greater speed each time, and then questioned as to whether he found himself reading in longer phrase units.

There is generally a reduction in comprehension when a student first tries to speed up his reading process, but this loss is not permanent and statistics indicate that fast readers comprehend as well or better than slow ones. They do not say the words even in their minds but seem to comprehend directly from the symbols on the page.

The material for these suggestions came from:

Kittmeyer, William. *Teacher's Guide for Remedial Reading.* St. Louis: Webster Publishing Co., 1959.

(By) MRS. ANNA CLEMENTS,
Juvenile Court Tutor (*volunteer*).

APPENDIX C.—TUTOR REPORT FORMS

C1. A Blank Form Used by Tutors for Reporting

(Note later, certain variations of this form we have used)

TUTOR SESSION REPORT

Date: ______________________________

Name of tutor: ______________________________

Name of tutoree: ______________________________

1. Indicate specific academic work covered during this tutor session. (*Example:* Pages 53–60, Math book.)

2. How would you estimate the probationer's work on material noted in Question 1 above. Better______, Worse______, Same as usual______.

3. Were any nonacademic matters discussed? (*Example:* Relations with teachers, family, friends, etc.) Specify what was discussed.

4. Were there any academic or non-academic problems? Specify.

5. List any material or information you need.

6. Did you see or speak to your tutoree outside of your usual tutoring session? Yes______ No______. If yes, how often did you see him (her)?
   Where did you meet? ______________________________
   What did you do? ______________________________

10–17–66 (Use back of page if necessary.)

C2. Specimens of Reports as Actually Filled Out by Volunteer Tutors

(Note well: These are verbatim, the sole exception being changing full names to initials for protection of identity. They are selected to illustrate poor as well as good reporting and attitudes on the part of tutors)

TUTOR SESSION REPORT

Date: April 25, 1968.
Name of tutor: C. G. (girl tutor).
Name of tutoree: J. P. (boy probationer).

1. Indicate specific academic work covered during this session.
   Math: Repeating decimals as rational numbers and quotient of two integers.
2. Estimate your probationer's performance.

1	[✓ 2]	3	4	5	6	7	8	9	10
good				average					poor

3. Explain rating given in Question #2 and summarize work done and attitudes observed during this session. (Use back if necessary.)
   We had a fairly lengthy discussion, half serious, half kidding, about the value of studying things that have no apparent practical application. Specifically, he is rebelling against math, because he admitted he couldn't think of any time he would be able to use it in the future. As for biology, he didn't mind studying that. I don't know why the reversal in attitude because he's doing better all the time in understanding the material and also his math grades are improving. Actually, it's probably not any kind of reversal at all, just something that's never come up before.
   He said he was in a very good mood and wanted something to argue about so we did for awhile about politics.
   This was the first time I really had a discussion with him, rather than lecturing or feeling like I was nagging.
4. Did you see or speak to your tutoree outside of your usual tutoring session? If yes;
   Where did you meet? ____________________
   When did you meet? ____________________
   How often did you meet? ____________________

TUTOR'S REPORT

BOULDER COUNTY JUVENILE COURT

Every bit of observational and evaluative background coverage improves our chances for successful rehabilitative action with our juveniles. Court policy is that a report be made on *each contact* between a volunteer worker and a juvenile, as soon after the contact as convenient. The file of reports on each juvenile will always be open to you for review or study, and we will also arrange contacts with his APO, if you wish. (*Please, complete these forms in ink.*)

Date: August 1.
Time spent: 1 1/3 hours.
Juvenile: W. J. (boy).
Tutor: U.S. (man).

1. Strong points (in terms of progress):
   - A. Academically—
     Hip! Hip! Hooray!! Got around his math block and showed real enthusiasm for the first time and tried—he's okay when he *concentrates.*
   - B. In attitude or personality—
     Has been going through the motions—finally his interest is genuine rather than perfunctory.
2. Weak points:
   - A. Did not do any reading on his own since last session. I have to rethink the problem. I think the material I gave him was too difficult. Math still some problems with 3 × 9, 6 × 9, 7 × 9, 8 × 9, 7 × 6.
3. Ways in which the Court Staff may be of assistance to your work, administratively or otherwise? Materials needed, etc.?
   - A. I feel a selection of easier reading material is needed—perhaps "graded" readers *not* used in the Boulder Valley School System.
4. Any other comment? If you wish to plan extra activities or meetings, please describe them (date, place, time), and wait for confirmation.

Revised, 6/28/66

TUTOR SESSION REPORT

Date: 11-14-66
Name of tutor: J. W. (Man). Name of tutoree: S. F. (Boy).

1. Indicate specific academic work covered during this tutor session. *Example:* Pages 53–60, Math book.
   We worked on vocabulary—use of suffixes and prefixes with particular attention to meanings of roots such as "poly-" and "meter" and "dis-". Talked some about project for government class.
2. How would you estimate the probationer's work on material noted in Question 1 above. Better X, Worse—, Same as usual—.
3. Were any non-academic matters discussed? Example: Relations with teachers, family, friends, etc. Specify what was discussed. Not exactly non-academic—but we did visit an exhibit in U.M.C. which S. F. had seen previously. We discussed individual tastes with regard to the work seen—I encouraged S. F. to do something (painting, collage, etc.) for his own room, since he expressed the wish to have one of the paintings seen for his own room at home.
4. Were there any academic or non-academic problems? Specify. We discussed grades for all courses during 1st quarter, reasons for weak grades, possible avenues for improving work done and grades received in the future—emphasis on attitude, methods, etc.
5. List any material or information you need.
6. Did you see or speak to your tutoree outside of your usual tutoring session? Yes X No—. If yes, how often did you see him (her)? Where did you meet? U.M.C. Grill (following session described above).
   What did you do? Coke and coffee, talked further on government project with emphasis on procedures to be followed in writing, researching, and planning any assigned paper on a given subject. S. showed some increased interest in doing a good job on such papers in the future.

10/17/66

(Use back of page if necessary.)

CONFIDENTIAL

TUTOR SESSION REPORT

Date: April 16, 1968.
Name of tutor: C. G. (woman tutor).
Name of tutoree: G. S. (boy probationer).

1. Indicate specific academic work covered during this session.
   We corrected a short theme which G. had written some weeks ago. Then he typed a copy of it for his notebook.
2. Estimate your probationer's performance.

   1 2 [✓ 3] 4 5 6 7 8 9 10
   good average poor

3. Explain rating given in Question #2 and summarize work done and attitudes observed during this session.
   (Use back if necessary.)
   G. enjoys written work (and reading too) if it is somehow connected with something mechanical. He has a quick enough mind in perceiving how things work. I have been trying since March to harness his "mechanical instincts" to the more abstract type of thinking which schoolwork requires (like putting his thoughts down on a piece of paper). Thus the combination of writing short themes, and then typing them up.
4. Did you see or speak to your tutoree outside of your usual tutoring session? No. If yes;
   Where did you meet?
   When did you meet?
   How often did you meet?

CONFIDENTIAL

TUTOR SESSION REPORT

Date: April 29, 1968.
Name of tutor: K. H. (woman tutor).
Name of tutoree: J. P. (boy probationer).

1. Indicate specific academic work covered during this session.
   Math p. 281, 6–10.
   English spelling sentences.
   Science—review chapter.
2. Estimate your probationer's performance.

1	2	3	[✓ 4]	5	6	7	8	9	10
good				average					poor

3. Explain rating given in Question #2 and summarize work done and attitudes observed during this session.
   (Use back if necessary.)
   I talked with J's science teacher who is also a student at the University. J's science work has improved. For example he is taking the extra time to use a dictionary for his spelling words. Our sessions usually consist of casual conversation and independent studying. I help him when I can and when he is working well on his own I study my school work. This has apparently given him stimulation to work on his own and confidence in his work.
4. Did you see or speak to your tutoree outside of your usual tutoring session? If yes;
   Where did you meet? ______________________
   When did you meet? ______________________
   How often did you meet? ______________________

EDITOR'S NOTE.—The immediately following tutor's report describes this situation from the boy friend's viewpoint as perceived by *his* tutor.

CONFIDENTIAL

TUTOR SESSION REPORT

Date: ____________________
Name of tutor: M. S. (woman tutor).
Name of tutoree: M. L. (girl probationer).

1. Indicate specific academic work covered during this session.
2. Estimate your probationer's performance.

1	2	3	4	5	6	7	8	9	10
good				average					poor

3. Explain rating given in Question #2 and summarize work done and attitudes observed during this session.
   (Use back if necessary.)
   No work done academic-wise. *However* M. L. (Girl Probationer) was near tears because of a lack of communication in the *court.* I have noticed this all through this semester and now it's more or less come to a head. M. L. is told *different* things by different persons about the *same* things. One of the big things is what is she allowed to do, say, or otherwise to S. R. (Boy Probationer—her boyfriend). I feel she should be allowed to use the tickets Mr. T. gave her and S. to use. *These were given to them before she was informed she couldn't see him.*
   There must be some way to let the right hand know what the left is doing, and letting M. escape the rebound of contradictions. As the saying goes: Too many cooks spoil the broth.
4. Did you see or speak to your tutoree outside of your usual tutoring session? If yes;
   Where did you meet? ____________________
   When did you meet? ____________________
   How often did you meet? ____________________

Editor's Note.—This tutor is talking about a problem involving his boy and the girl described in the immediately previous tutor's report by a different tutor. The probation office thus gets two viewpoints on the same situation.

TUTOR SESSION REPORT

Date: April 23, 1968.
Name of tutor: J. B. (man tutor).
Name of tutoree: S. R. (boy probationer).

1. Indicate specific academic work covered during this session.
2. Estimate your probationer's performance.

1	2	3	4	5	6	7	8	9	10
good				average					poor

3. Explain rating given in Question #2 and summarize work done and attitudes observed during this session.
   (Use back if necessary.)
   He received a C on the Organic Chemistry test. Does not have a good understanding of subject possibly because this is not really a high school course.
   Bob (Probation Officer in charge).
   I am somewhat concerned about the supposed restriction of not letting S. see M. (his girlfriend, also on probation). I think this has caused S. to take a step ot two backward with general attitudes I'd like to know more about this decision and its reasons. If the two need to be chapperoned, M. S. (the girl's tutor) and I will be glad to help. Is this advisable? From the little I know I think it is. I think that it may prevent S. from doing something rash. I don't know about you, but if I were S., I don't think that would really stop me. Then again, I see the possibility of some if not good at least reasonable reasons for keeping the two apart.
4. Did you see or speak to your tutoree outside of your usual tutoring session? If yes; Yes.
   Where did you meet? My apartment.
   When did you meet? 7:30 p.m.–8:45 p.m.
   How often did you meet? Once.

APPENDIX D.—A "CONTRACT" DESIGNED TO INCREASE PROBATIONER INCENTIVE

NOTE.—Verbatim except that full names are altered to initials.

This agreement made this 3rd day of May 1967, between L. E. herein termed Father, Mrs. V. W. herein termed Tutor, A. J. herein termed Teacher, and B. E. herein termed Son,

WITNESSETH:

A. Son agrees—

(1) To babysit three times a week for Father whereby Father will award 3 points per week for three performances or 2 points for two performances, 1 for 1. If babysitting is no longer required because of change of circumstances in the home, Son agrees to spade garden, clean garage, mow lawn or other chore predetermined for the week by Father. Son may earn 0, 1, 2, 3 points per week.

(2) To turn in all assignments required by Teacher for which 3 points per week for all, or less points for less than all assignments will be awarded weekly by Teacher who will send a note confirming points to Tutor.

(3) To make special efforts as required for review of schoolwork by Tutor for tests for which 3 points per week or less will be awarded as determined by Tutor.

B. In consideration of the foregoing, Father agrees:

(1) To buy an engine costing $50 for Son to "tear down" and repair, after Son earns 50 points from the following sources:

15 from teacher (3 points per week for 5 weeks).
15 from father (3 points per week for 5 weeks).
15 from tutor (3 points per week for 5 weeks).
—
45 Subtotal.
5 points bonus for earning total of 45 in 5 weeks.
—
50 Total

(2) In the event Son does not accumulate 45 earned points within said period of 5 weeks, he shall not receive the 5 point bonus, but may extend the contract under paragraph A1 above during the summer until he has earned a total of 50 points, at which time Father will purchase said engine for Son. Rights under this paragraph shall expire August 31, 1967.

(3) In the event Son fails to earn 50 points before August 31, 1967, Father shall pay son $1 per point earned by that time, to be applied on said engine; provided Son pays the balance in cash.

Witness the hands of the parties the day and year first above written.

Father: ______________________

Tutor: ______________________

Teacher: ______________________

Son: ______________________

E.C.F.—Witness.

NOTE. For further information on the reasoning behind such contracts, the reader may write to the Behavioral Research Project, Southern Arizona Mental Health Center, 1930 East Sixth Street, Tucson, Ariz.

APPENDIX E.—A THANK-YOU NOTE FROM THE COURT TO A TUTOR

MR. FRANK WEAVER
Weaverland, North Star Route
Lyons, Colo.

DEAR MR. WEAVER: Thank you very much for your offer of help with our Juvenile Court Tutoring program. Your response and others from the community have made it possible for us think in terms of a starting date sometime in late September or early October.

I will be contacting you again concerning further details, and I hope you'll feel free to stop in and see me at Juvenile Court (County Court House, across from Boulder Theater) anytime you are in Boulder, or call me collect at 444–1422, Ext. 46.

I've also enclosed some material you may want to be reading about our court programs, plus a volunteer registration form and a stamped return-address envelope for returning it to us, at your convenience.

Again, thanks for your offer of help. You can be sure it's needed.

Sincerely,

CHARLES B. CAMERON,
Assistant Juvenile Officer.

APPENDIX F.—LETTER FROM JUDGE AND VOLUNTEERS COMMENDING PROBATIONER IMPROVEMENT IN THE TUTOR PROGRAM

May 3, 1968.

MR. JOE SMITH
1414 East Elm
Boulder, Colo. 80302

DEAR JOE: Your tutor has called our attention to the fact that your grade average has been raised from 0.62 to 1.00 during the last 9-week grading period. We wish to commend your efforts and congratulate you.

Keep up the good work!

Sincerely,

HORACE B. HOLMES,
District Judge.
ELEANOR FLANDERS,
Volunteer Program Coordinator.
VIRGINIA WISDOM,
Volunteer Tutor.

THE ATTENTION HOMES OF BOULDER, COLO.

COMMUNITY-SUPPORTED GROUP FOSTER HOMES FOR THE CARE OF DELINQUENT AND PROBLEM YOUTH

by

JOHN E. HARGADINE,

Chief Juvenile Officer, Boulder County Juvenile Court, 1964–67, and
Lecturer in Sociology, Denver Center, Colorado University

February 1968

CONTEXT, DEFINITION, AND DESCRIPTION

If the Attention Home were simply one more group foster home for youth, in the common pattern which is emerging, the idea would hardly be worth writing up in any special way. But Attention Home is a distinctly different kind of group foster home in concept, philosophy, and operation, and some of these differences may be crucial for the kind of community which doesn't have, cannot afford, or doesn't want the usual type of home.

The principal difference is that Attention Home is totally supported locally: The people, the services, the facilities, the materials, the finances —all of it, but especially the people. Second of all, this bootstrap operation is run almost entirely outside any formal agency setting such as Welfare or United Fund. It does have closely cooperative relations with the juvenile court. Its input is almost entirely from the court, and this, too, is a new pattern—a court having its "own" group foster home. But the Attention Home is distinct from the court. For example, of 18 people on its Board of Directors, only two are court people. Relations with professional agencies and professional people other than the court, are maintained at a maximum of cordiality, but this is predominantly a citizen-supported and citizen-run organization. Those most centrally involved are laymen—highly intelligent, deeply concerned, willing to learn, but laymen nevertheless.

There are other differences, such as the age of the houseparents—in one of the houses averaging only 2 or 3 years older than the children; the willingness to risk problem boys and girls living in the same home; the striving for informality and warmth in a small home, etc. But the basic idea is broad community involvement and support in court-led programs to curtail and prevent juvenile delinquency, without resort to institutionalization. The Attention Home is one of several expressions of this theme in Boulder County. The other expressions center principally on the use of individual local volunteers in a variety of service and rehabilitation programs for problem youth. These are described elsewhere in this series, and in publications available from Boulder County Juvenile Court, Hall of Justice, Boulder, Colo.

The term "Attention" rather than "Detention" was chosen as the name of the group homes in Boulder because it was felt by the Attention Home board and court personnel that detention as a term implied an attitude of negativism regarding the treatment of certain children in the community. The program was designed to serve children with family and school problems of a personal nature, such as problems within the family sufficiently severe to erupt into open conflict, or those children whose personal adjustment in the school or community was sufficiently inadequate as to require temporary removal of the child from the area of conflict into a less stressful setting, where treatment could be planned or occur. Often, but not always, these were children whose troubles led to behavior which necessitated their adjudication as juvenile delinquents.

The first Attention Home established in Boulder County is a three-story brick home located near the downtown area and is designed to house both boys and girls. It is a comfortable old building, furnished in such a way as to provide a homelike atmosphere for its inhabitants, and is not in any way a closed setting other than by special rules and regulations established by the board (see app. 1).

Boulder's second Attention Home is a pleasant trilevel house located in a typical middle-class neighborhood,[1] designed to serve as a longer range residence for girls only. A similar home for boys is under consideration by the board as additional funds become available.

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[1] Both neighborhoods are quite respectable. It is interesting that Ferndale, Michigan's similar home was deliberately chosen so as *not* to be in a solid residential neighborhood, where its presence might be a nuisance.

A SOCIOLOGICAL DESCRIPTION OF THE CITY AND COUNTY OF BOULDER

Division C of District Court, 20th Judicial District, State of Colorado, hereafter called Boulder County Juvenile Court, coincides geographically in its jurisdiction with Boulder County, Colo.

Boulder County has a population in excess of 100,000 and is growing rapidly. About one-half that number live in the city of Boulder.

The city of Boulder, in which the court is located, is primarily a middle- and upper middle-class community, quite well known for its scientific and academic environment. The University of Colorado is located here, and also such national science institutions and technical industrial complexes as International Business Machines, the National Bureau of Standards, the National Center for Atmospheric Research, Beech Aircraft Research Center, the Dow Chemical Co., and several other similar organizations. The city of Boulder is also rapidly expanding as a retail business and shopping area. The establishment of a major freeway over the 25 miles between metropolitan Denver and Boulder, has made it also a residential community for professional persons employed in the Denver metropolitan area.

Because of its large academic community and the preponderance of technical and scientific industry, Boulder is made up largely of professional and skilled workers. The average family income is considerably higher than the national average.

The remainder of the county is made up of relatively small communities with primarily rural attitudes and values. Boulder County is by no means homogeneous in its social structure, but rather has within its boundaries distinctly different types of small communities. As in any sizable area, there is a noticeable racial and ethic distribution with accompanying differences in attitudes, values, and class structure. Approximately 1 percent of the county's population is listed as nonwhite; 8 percent are Spanish-surnamed citizens located in the more rural and agricultural areas. There are very few Negroes in Boulder County, and many of these are employed in academic and scientific work, in or near the city of Boulder.

Although Boulder County is predominately Protestant, it is by no means exclusively so, with the presence of a well-supported Catholic Church and school community. There is a small, but active, Jewish congregation in the city of Boulder, well integrated into the total community life.

THE COURT AND THE COMMUNITY

Typically, the majority of referrals to the juvenile court are made by the police departments of each local community. These referrals are children who have been apprehended as the result of an alleged violation of the law, and are referred to the court, often with the recommendation of further formal proceedings. Another source of referral, rapidly increasing in frequency, has been by parents whose children may not be involved in acts of law violation, but rather have become discipline or behavior problems, particularly within the home. Their attraction to the court as a source of help may be partly due to the fact that, for several years, the Juvenile Division of Boulder District Court has been developing special programs designed for the individual treatment of children referred to the court. These programs include tutoring, group gudiance, diagnostic testing, church referral, and one-to-one supervision and counseling. By and large volunteer-manned, they have attracted sufficient attention in the community to create an awareness by community members—parents of problem children included—that the court might well serve as a source of assistance and advice in personal as well as public matters of concern.

Problems of Parental or Self-Referral to the Court.—The parents who refer their own children to the court are typically middle-class parents from child-centered homes who have often become somewhat confused and bewildered by their inability to cope with the breakdown of communications with the child as well as the conflict of values between themselves and their child. They by no means use the court as a first resort, being fearful of community sanctions. They are more likely to try to wish away their problems by avoiding open conflict with their child. However, since this method is seldom successful and because the parents more and more fear actual law violation by the child, and also because there is some public knowledge of the confidentiality of juvenile courts, the referral is finally made. Although the court is not the only source of referral in matters of family problems in the County of Boulder, there seems to be a reluctance among middle class to use public mental health and related service clinics.

In any child-centered home, a confiict between the parents and child produces not only frustration and anger in all parties involved, but a real feeling of resentment. The child has a tendency to feel over-controlled in terms of his attitudes and activities at home, in the school, and with his peers. The economically and academically success-oriented parents, on the other hand, resent the rebellion of the child precisely because they have invested so much of their own time, attention, and resources on the development of the child.

As for self-referral, an ever increasing number of children come directly to the court for help. Some of these children who are in conflict with parents within the home, may actually be abused, but more likely the conflict is due to their feeling that the parents are interfering with their legitimate assertion of independence.

In any case, it is not an easy matter to ask for help from the court, because often the court is seen as an authority-oriented legal agency, by both parents and children. The child is often fearful of authority and may have developed a distrust of adults. He may therefore, find it difficult to differentiate between those with whom he is coming into continual conflict, and those adults who may be in a position to help toward the solution of his problems. The parents, on the other hand, often feel a sense of guilt in "turning in their own child" and certainly wish to avoid the possibility that their problems will "become public knowledge."

However, because of the various volunteer programs previously mentioned, which have become an integrated part of the court's policies and procedures, the Boulder County Juvenile Court is more and more seen as a social agency by parents and teenagers in the community. Furthermore, the judge has encouraged his staff to become active community citizens, and this increased participation not only by regular staff, but by volunteer community citizens as well, has contributed to the image of the court and the staff as real people, less authoritarian and more personal.

HISTORY OF THE DEVELOPMENT OF THE ATTENTION HOMES

Due in part to the increased activity of court personnel in community programs, a Methodist Church Adult Study Group, meeting on Sunday mornings, began a discussion of the children coming to the attention of the court. This group, whose discussion leader was the present writer, made a study of the available resources in Boulder County for the care and treatment of children in trouble, with emphasis on those children who for one reason or another were unable to live in their home environment. A very limited number of alternatives were found. Only three resources were available to these children either in or near Boulder County. First of all, there were county welfare homes and court individual foster homes,[2] very limited in number, and already filled to capacity. A problem, by no means unique to Boulder County, is that, especially for upper teenage-level children, there is a tremendous shortage of foster homes available. The demand for such homes always far exceeds the supply available, especially, note again, in this teenage range in which the court is interested (it seems to be a good deal easier to get foster homes for children below the teenage range). A second source of temporary housing, limited almost exclusively to girls, was the Denver Juvenile Hall. Not only was this facility seldom able to accommodate Boulder County boys because of limitations of space and beds, but the problems of transportation to Denver and the financial burdens were severe. This left as a third "resource", a jail facility within the confines of the Boulder County jail. The Boulder County Juvenile Quarters has earned a maximum security rating, but this is hardly the security psychologists speak of, or sociologists. On the contrary, as one might suspect, jail has the effect of making any meaningful gestures toward helping emotionally disturbed children in the solution of their problems, almost impossible.

It very quickly became apparent to the Methodist Church Adult Study Group that the facilities available were totally inadequate to meet the away-from-home residential needs of children coming to the attention of the court. Also, as a part of this survey, considerable attempt was made to learn of other children who might not be referred to the court but who might well have the need for special services which the court and its staff could provide. It became apparent that children with severe problems of family conflict, although sometimes able to secure counseling from existing agencies, usually could not physically separate themselves even temporarily from the conflict in any legally approved manner.

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[2] Because of the extremely limited number of county welfare foster homes available, the juvenile court had recruited its own volunteers, usually couples, who agreed to take a youngster into their own home on a temporary or sometimes long term basis. However, the court rarely had more than three or four volunteer couples available to undertake this tremendous responsibility, at any one time.

These children could, and often did, run away from home, creating even more severe problems and often bringing themselves to the attention of the law enforcement officers. The procedures involved in returning these children to their homes were expensive and required considerable time involvement on the part of law enforcement agencies. A frequent further complication was the commission of acts of law violations by the child during the time of runaway absence. Even if this did not occur, the guilt often felt by both the child and the parents became even greater as a result of the child's behavior.

Even when not runaway, children needing help often sought other avenues of escape from their problems, which led to the commission of acts of law violation in the community, of a kind likely to bring them to the attention of the court. It has been hypothesized that such behavior must often be understood as a plea for help, just as real for being largely unconscious.

Other children tended to withdraw from normal social relationships. This behavior resulted in a hostile truce within the home, also in the lack of meaningful social relationships within the school and the community. Such behavior was evidenced by dropping of grades and irregular attendance in school. These children sometimes became aggressive toward peers and adults, particularly teachers, which occasionally resulted in their expulsion from school or often a rejection by their peer group. After continued failure, withdrawal, and rejection, they usually left school before graduation and drifted away from the home at the earliest possible age, some destined to became repeated clients of the mental and penal institutions in our society.

As the investigation, study, and discussion continued within the church study group, it became more and more apparent that these children needing a special kind of attention were far more numerous than originally anticipated.

Immediately, consideration was given to the establishment of a temporary detention home and treatment center, but the class balked at the term "detention". As previously mentioned, it was felt that the children and their families needed some special kind of attention as a positive approach rather than detention, which sounded unnecessarily negative. It was, therefore, resolved to establish an "Attention" Home.

IMPLEMENTATION

The time between idea and actuality was surprisingly short, about 7 or 8 months, but a great deal of hard work and planning was packed into that time. The tendency was to venture ahead and do things in the confidence that money and other needed support would come along in good time, which it did.

A nonprofit tax-exempt, organization called "Attention, Inc." was formed by several members of the adult study class of the First Methodist Church, representatives of the court, and interested citizens in the community.[3] (See the Articles of Incorporation in the appendix.) Next, a proposal was made to the First Methodist Church to use their old Parsonage, which at that time was used only on Sunday mornings for youth classes. The proposal gained the general support and approval of the church and its board, but it was resolved that the project should be shared by the total community and, of course, the court, rather than limited to the First Methodist Church. It was further agreed that a maximum utilization of the community be made in terms of financial material, and human services available from citizens. No request would be made of the local, Federal, or State Governments for support. Whatever form local help might come in—money, goods, or services—the support of people as people was valued most.

It is important to understand the philosophy behind this decision. The judge of the juvenile court, Horace B. Holmes, had time and again reiterated his feeling that problems in any community must, if at all possible, be solved on the community level. The children involved in court procedures are almost exclusively local children and even if they were to be institutionalized in a State-supported facility, they would, upon release, be returned to the local community. Institutionalization, therefore, would be less likely to solve the problem, more likely to postpone its solution. Very few would contend that the child who was sent to the institution would come home better in terms of attitudes and values; in fact, worse was to be expected. The problem would, therefore, likely be more severe and success toward adequate rehabilitation less possible.

The judge had also said that the participation by the community must be that of total involvement, which implies not only services, but donation of materials and facilities, and financing those programs necessary for rehabilitation. As the total effort by the community becomes more and more successful, it is strengthened and thereby contributes to the basic strength of the State and the Nation. There are many areas in this country that are indeed long on problems and short on money, and simply unable to deal effectively with these problems without additional State or Federal support. But for those communities such as Boulder, the wealth of which is considerably above the national average, there is very little reason why total resources cannot be successfully applied toward the solution of community problems. Indeed, we have no evidence which excludes less well-endowed communities from an Attention Home venture. In fact, broad-based contributions of goods and facilities made it possible to operate one home in Boulder and begin another on only $7,300 cash expenditures, during Attention, Inc.'s, first year (see Financial Statement in app. 3). It would seem there are very few towns that actually can't manage this much for their children. Ferndale, Mich., the first other community we know of to start an "Attention Home" type of facility, is described by its municipal judge as "in most part a blue-collar community."

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[3] Church, court, and community-at-large are, of course, not the only consortium from which an Attention Home can grow. Thus, in the similar facility now beginning in Ferndale, Mich., court, church, and community are still working together, but the proportions and divisions of responsibility are somewhat altered (see app. 7).

In Boulder, the total support program provided by the citizens of the community, in the form of money, goods, and services, required the aid of business and professional people in the community. Many community organizations, service clubs, and individuals provided the finances and labor necessary to convert the originally donated building into an attractive home design to house eight children and their houseparents. The participation of related agencies was welcomed both on the board level and in the services area.

The responsibility for the administration of the home is primarily that of the board of directors, with the business and general facility management under the control of the board, as well as broad policy decisions. Two members of the court staff serve as members of the Board of Directors. The remainder of the board, numbering about 15, has been comprised of five or six housewives and 10 or so business and professional men. Most but not all have been active in church work and continue so.

Since the potential residents of the home come to the attention of the court, rather than the board, intake for the home is controlled by court personnel. General information concerning each child is provided to the board at a regular weekly meeting so that the board may be kept informed as to the total number in residence on any given day, and the special problems involved with the treatment and planning for each child. All board members have indicated their interest in this information, but many have expressed a reluctance to be informed of each child's name, address, and family background. In a community the size of Boulder, it is not uncommon that family names are recognized by individuals on the board, either as friends or acquaintances, or as schoolmates and friends of the teenage children of board members.

Selection of Houseparents.—The "Duties of Houseparents" section in appendix 4 indicates what is required here. It was considered essential that the houseparents chosen to live in with the children be not only able to maintain control and discipline, but also identify sufficiently with the children in order that they could encourage and facilitate a communication between themselves and each individual child. Age was one of the major considerations in the selection of the houseparents and it seemed to the board that there were advantages and disadvantages in two particular directions. First, if a middle-age or older couple were selected, they would possibly be able to relate to the children on a parent-child basis, using the qualities of warmth, kindness, and patience, combined with an adequate degree of discipline. These qualities are usually found in older, more mature couples who have had experience in working with children. On the other hand, since most of these children had had difficulty in relating to their own parents, often in the same age range, it was felt that the children might see the Attention Home as just an extension of their own home where "older people" don't understand them. It was felt that perhaps someone closer to the age of the children might be able to identify with them better and give them the kind of temporary support that they need. This might be particularly important in view of the fact that the children would recognize the Attention Home as part of the total court program and that young energetic houseparents, not far removed from their own generation, could perhaps offset any negative attitudes toward a court-oriented program. Also, because of the proposed extensive use of volunteers as well as the attempt toward establishing innovative programs, it was considered that young persons might be more receptive to newness of ideas, more flexible in the continued encouragement of change and innovation.

Realistically, of course, the choice had to be limited to available applicants willing to work for the available money, but this did not turn out to be a serious problem. As for money, $200 per month plus room and board has been paid the regular houseparent couple.[4] Though this really makes them only partly paid people, and partly or quasi-volunteer, there have been a sufficient number of worthy candidates for the position at this offered salary. As for people, several hundred people had been, and were continuing to, work with the court on a volunteer basis. Thus, there was considerable knowledge of many of the applicants as a result of their previous involvement on a volunteer basis with the court. Inasmuch as the first Attention Home was to be in some ways a proving ground for new programs and because it was open to the possibility of being used as a training center for persons interested in various areas of service to youth, a young couple was selected as the first houseparents of Attention, Inc. Both the husband and wife had considerable background as volunteers and administrators of volunteer programs, and looked forward to the opportunity of fieldwork training in volunteer programs in the Attention Home. In discussing fieldwork training, it should be mentioned that the children in the home were not in any way to be used as guinea pigs for research, but rather, qualified, screened applicants would be permitted to perform volunteer services in the home under careful supervision. In choosing the younger couple, the board was completely aware of the possibility that they indeed might lack experience in working with children, and that perhaps overidentification and naiveté as possible negative factors would have to be overcome.[5]

The second Boulder Attention Home, recently opened, was conceived of as a longer-range residence along more traditional lines; hence an older parental-type couple in their forties, were hired for this home.

Policies and Procedures.—Boulder's first Attention Home opened in October 1966 as a temporary (up to 3 weeks) open residence for children unable for one reason or another to function adequately in their own home. Its first resident was a 17-year-old boy from a neighboring State who left home due to conflict with his mother and turned himself in to the local Neighborhood Youth Corps office in Boulder. He had committed no crime, but was without food or shelter and had no funds to provide for himself. A summary of the 65 children who passed through Attention Home No. 1 during its first year is in appendix 5.

Although the home was designed for a maximum of eight boys and girls, it was predicted that the average number at any one time would be approximately three. This proved to be an inaccurate prediction. The home was frequently filled to capacity and often extended beyond normal capacity to nine or 10, for a total of 1,500 child-days its first year.[6]

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[4] In the first Attention Home, $100 a month was also paid a relief couple, and further necessary time off for the regular parents was provided when volunteers substituted for them for short afternoon or evening periods.

[5] Toward the end of the first year, this couple went on to other work with problem youth and another young couple was hired. What is meant by "young" can be grasped better in terms of the average age of these four people—between 20 and 21 years. In both cases, the husband particularly was previously known to the court via volunteer work.

The average length of stay for each child was planned in terms of approximately 3 weeks because it was felt that within that length of time an adequate program could be worked out so that a child could either be placed more permanently in a foster home or returned to his own home, etc. Actual outcomes for the 65 children in Attention Home No. 1, during 1967, are in appendix 5.

In most cases the estimate of the breathing space needed was correct. The average length of stay in Attention Home No. 1 in 1967, was 23 days. However, for a number of children the length of stay was extended considerably longer than 3 weeks because a more permanent placement was hard to find or because it looked as if problems in their home would not be resolved in a short period of time. In the case of a 17-year-old boy who came to the attention of the court, it was found that he did not have a home and as a matter of fact had been living on his own since the age of eight.

The Attention Home has been maintained with a minimum of rules and an emphasis on positive rather than negative functions. Certainly, acceptable behavior is not only encouraged, but required, and each child is assigned special duties and responsibilities within the home. The standard list of duties for children is in appendix 1. Children of school age are not only permitted, but required, to attend school and encouraged to participate in related activities involving the school. They may, by permission, participate in other community activities as well, for emphasis has been on maintaining as much contact with the normal social milieu of the child as possible.

Naturally, one wants to know as much as possible about the children with whom one will be working in the home. As each child comes into the home, he is tested and a social summary is developed concerning his or her family, social, and academic background. The tests give an indication of intellectual ability, interests, and problem areas. (For most of this, we have relied on a volunteer-manned testing program already developed in the juvenile court. Lacking this in other communities, an Attention Home might well find it necessary to develop some testing program of its own.)

A check is also made with other agencies in order to determine if the child has already been seen by some agency in the community, and to ensure coordination of ongoing efforts. As a background is developed on each child, referrals may be made for professional services not provided by the Attention Home or the court staff.

The parents of the child are, as much as possible, involved in the continued program development for the child, as well as in interviews with staff members. This is done not only as an attempt to negotiate problems and conflicts, but also to give the parents the continued responsibility of either short or long term planning for their own child. If a referral comes from a source other than the parents of the child, parents are still brought into the case immediately. Indeed, unless the child is under official juvenile court jurisdiction, it is not only helpful, but necessary for the parents to give formal approval for even the temporary placement in the Attention Home (see form in app. 6). Parental visits are encouraged but are regulated by the home. Finally, parents of adequate means continue in the responsibility of providing for the needs of the child with the cost based on a sliding scale of the parents' ability to pay * * * up to $3 per child-day in the home. Of the total operating expenses of $7,300 for Attention Home last year, about $1,400 was contributed by parents of children in residence.

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[6] Home No. 1, run to capacity, day in and day out, 7 days a week over a full year, would have yielded about 2,800 child-days, which still means that the home was at capacity or near-capacity much of the time with not much lag between a bed becoming empty and this place being filled by a new child.

A juvenile officer of the court is assigned as the overall supervisor for a particular child, in the usual system of court assignment. The officer works out a treatment program based on the individual needs of the child, which may include employment in the community as well as vocational on-the-job training.

ROLE OF THE VOLUNTEER

Because of the extensive volunteer programs already established through the court, it was no problem to shift many of these activities over to include children living in the Attention Home, even though not all of these childen are adjudicated delinquents. Children residing in the home are encouraged to participate in the discussion groups already established as Court probation programs, and the houseparents have involved the children in informal discussion in terms of their existing and sometimes continuing problems with the school and the family. For those children in school, a tutoring program was implemented using volunteers already involved in the tutoring program sponsored by the Court in cooperation with the Clearing House, a volunteer organization of students at the University of Colorado. Children are encouraged to participate in arts and crafts programs, and in cooperation with other clubs and agencies, classes are held in grooming, health, and hygiene, and, on an individual basis, job-training. A friendship program, manned by adult volunteers, is provided for those children who might benefit from such a relationship. In each case volunteer participation is used predominantly and has served as a valuable resource in meeting the particular needs of each individual child.

Volunteers participate not only in individual work with the child, but in group activities in the home involving entertainment as well as assisting in meal preparation and homemaking duties. From this, one might get the impression the home is a teenage center; it is not, except by special arrangement.

Finally, the board of directors of the home is by no means honorary or ornamental. It is a working board of 15 to 20 local citizens, serving without financial compensation of any kind, in the support, administration, and direction of the home. The board meets as a group weekly throughout the year, and most individual members keep committee or individual work going continuously in addition to this. At least several thousand hours a year have been put in collectively by the board. For a few members it has become virtually a full-time avocation or even vocation, a lifework.

To us it was always the people who counted, and could be counted on, not only for service and devotion, but for money and goods. This is the broadest meaning of volunteerism, spanning personal service and contribution of funds, facilities and materials * * * the citizen giving of himself in every way. Every stick of wood in the home, the paint, the carpentry, the rugs, the furniture, the canned goods, the dairy products, or the money to buy them, are there because some local citizen helped put them there. Sometimes the gifts are small * * * a book, a nickel or a dime * * * and these are accepted as gratefully as the big ones.

PLACEMENT POLICIES AND PRACTICES

As previously mentioned, the Attention Home is designed to serve as a receiving home for the purpose of evaluating the problems of those children referred, and giving a breathing space for the development of individualized programs for future placement and planning involving the family. Very often the stay of the child has been brief and the child has been returned to his or her home, where court personnel and volunteers continue to work with both the family and the child.

The Child Welfare Department also serves as a cooperative and valuable resource for children who need long term placement other than their own home. For these children, there is the added advantage of long range professional casework services as well as continuing financial assistance to those families unable to meet the added burdens brought about by foster home placement.

Other children leaving the home have been placed with relatives, or in private homes in which a volunteer couple act as foster parents, in private schools, boys ranches, private institutions or State facilities. In any case, placement is made only after careful evaluation of the prior and existing home conditions and the attitudes of the parents and the child, resulting in the development of a workable program utilizing the court and volunteer services. Appendix 5 lists placements for each of the 65 children who passed through Attention Home No. 1 in the first year of operation.

COMPARATIVE STUDY OF GROUP HOMES

NOTE.—The only other facility close to the Attention Home pattern, as presently known to us, is the Duncan McDonald Home, Inc., of Ferndale, Mich., as described in App. 7. It seems to be following the Attention Home format in all essential respects, except that it will be for young adults, men only, rather than for juveniles, both boys and girls. As this is written, the Duncan McDonald Home has just opened its doors. For this reason, and because it is so similar to Boulder, it is not part of the comparison of group homes made below.

In the past 2 years, three rather distinct types of group homes have been established within a 30-mile radius in the metropolitan Denver and Boulder areas. The Attention Home in Boulder is one of these. The other two are the Hutchinson Home in Adams County and the Jane Addams Home in Denver. It is not intended in this paper to evaluate or compare these three types of homes for the purpose of rating their relative worth, but rather to indicate some alternatives available in considering the possible establishment of a group home.

Need.—The need for a special group home in Boulder County has already been reviewed and the situation in Adams County was very similar. The court of Adams County objected to being forced by community pressures and the child's behavior to commit the child when in fact commitment did not seem necessary. As in Boulder, it was felt in Adams County that needs for special children who might not necessarily have committed delinquent acts, were simply not being met. The situation in Denver was somewhat different. They had a well-known detention home called the Denver Juvenile Hall, which has often served as a model to other cities in terms of its physical plant and its programs. But the court in Denver wanted a smaller more intensive treatment and vocational guidance center, less traditional, and designed more for the individual treatment of young offenders.

Implementation.—In Boulder a group composed of community citizens and court personnel organized, found a house, and then hired the houseparents. The court makes the placement and the community citizens' board is responsible for the management and administration. In Adams County, the court found people who owned a large house and worked with them in the establishment of a group home for boys. At first the court made the placement and supervised the home, but later control of the home was shifted from the court to the local Welfare Department. In Denver, a proposal was written by court personnel which was approved and funded by an agency of the Federal Government. The court then leased a house and hired staff. The court makes the placement and is responsible for the administration and supervision of the home.

Financial Arrangements.—Boulder's Attention Home is financed entirely by community donations. It does not depend on Federal or State funds, nor is it included in the United Way or Community Chest programs. Cash expenditures for Attention Home Number 1 were $7,310 during its first year of operation in which it served an average daily population of between five and seven children.

For the first 2 months of operation, the Hutchinson Home in Adams County was financed out of the County's general funds (Adams County). However, the County commissioners, in charge of disbursing these funds, requested the court and the Welfare Department to investigate the possibility of working out other financial arrangements. Under the arrangements finally made, the Welfare Department of Adams County with major participation by the Welfare Department of the State of Colorado, took over the financing of the Hutchinson Home, and with it, the administration and total responsibility for its management.

The Jane Addams Half-Way House in Denver began as a federally financed grant over a 3-year period. There are three homes proposed under the provisions of the grant, for which the Federal Government will provide a total of $143,000 for the first year, and $164,000 each year for the next 2 years. As a provision of the grant, the Juvenile Court of Denver is required to provide $24,000 the first year, and $32,000 each year for the next 2 years. The total cost of the two residential and one nonresidential centers for the 3-year period is thus $559,000. On any given date there will be approximately 30 children in residence, but many more will be served as a result of the nonresidential center to be established in the near future.

Program Development.—The discussion of programs in this section will be limited to those of Denver's Jane Addams Half-Way House, since Boulder's Attention Home programs have already been discussed, and there are no special aspects of program development in Adams County. The Hutchinson Home in Adams County, although founded by the court, is now a Welfare Department financed and supervised group home, and a part of its ongoing program is Welfare Department casework supervision provided for the children in the home.

The director of Denver's Jane Addams Half-Way House describes their treatment program development as therapeutic in nature. Individual personal counseling as well as vocational counseling will be provided along with formalized group activities, group therapy, special education programs, including special tutoring, family counseling, and parent group meetings. Although the children live in an open setting, limits are set and each child is worked with on an individual basis.

Volunteer Participation.—Neither Adams County nor Denver make use of volunteer services in their group homes. Although Adams County indicated that they felt volunteers might be useful, they did not feel that they could get sufficiently trained or sufficiently qualified volunteers to be of service in their home. This is not to indicate that volunteers were not available, but simply involves limitations on the time of the staff of the Welfare Department in attempting to secure, train, and supervise good volunteers.

The key to the use of volunteers according to Adams County, and as generally recognized, is procurement, training, an ongoing program of competent and efficient supervision. As Boulder has learned by experience, such an ambitious program involves considerable time and effort on the part of professional staff.

The Denver home did not design any part of their project for the use of volunteer services, and there is no consideration given to the use of other than professional personnel.

BOULDER'S ATTENTION HOMES: SOME CONCLUSIONS FROM EXPERIENCE

Disadvantages.—Because of the more democratic structure of the Attention Home program in Boulder County, there is a broader policy participation by the community, as represented by a Board of Directors and in other ways. This often tends to lead to less clearly defined goals and purposes and sometimes may result in a less structured organization. Under an authoritarian setting, it is not necessary to take the time to explain procedures and policies in detail, but when working with a board representing the community, it is not only helpful, but necessary, to be involved in lengthy discussions, often concerning incidental details which are given undue attention.

In the area of financing, it is obviously more a "nickel-and-dime" approach, requiring broad community support. This runs the risk of a minimum of support. It further requires that a large amount of time be spent on fundraising, and may make growth and expansion less possible (though Boulder's program growth has been anything but retarded). The board is undoubtedly tempted from time to time, to seek a few of the more wealthy who might be able to make sizable contributions, but has definitely not emphasized this method, in order to secure a broader spectrum of support within the total community. This may run the risk of extinction, if in fact the community becomes disinterested in the home. Moreover, if potentially embarrassing problems develop in the home, community censure could well be disastrous to the organization. Also, the independence of the Attention Homes from local United Fund activities—in some respects a potential advantage—could nevertheless cause antagonism in the community power structure as well as run the risk of securing more limited resources from those persons who felt that they had contributed their share to the community through the United Fund Drive.

A problem often found in communities is the lack of total cooperation among service agencies. To establish a program similar to the Attention Homes might be criticized as an attempt to take over the functions of other agencies. The Welfare Department or Mental Health Clinic may feel that providing such services as housing and treatment fall in their jurisdictions, and that untrained or subprofessional people have no business working with problem children. It is necessary to work closely with related agencies in establishing a program of cooperation so that misunderstandings do not occur. Board representation by allied agencies is encouraged, in order to secure not only cooperation but vital and necessary involvement of these agencies in program development and treatment. To our pleasant surprise, a recent confidential poll of Boulder social service agency professionals showed about 80 percent of them approving the court's citizen-participation approach to problem youth, as exemplified in volunteer programs and in the Attention Homes.

Advantages.—One of the advantages already discussed is in the area of broad community support. Family disorganization and its results contribute to social problems which occur not only in the home but extend to the community-at-large. These problems may well become so severe that solutions through community effort are required. There are not in Boulder County, and perhaps not in any county, sufficient professional services available to deal adequately with the many problems which social disorganization produces. Properly selected, well-trained, and professionally supervised volunteers can give valuable assistance not only in the areas of juvenile delinquency and family disorganization, but toward the solution of total community problems. Attention Home is particularly significant in this regard because it offers a broad range of channels for voluntary citizen participation: service, administrative, or with the children; contributions of all kinds of materials; and funds. Moreover, the scale of contribution may range from small to large.

A second and major advantage is the extensive education and understanding made available by broad community support. The more citizens understand the philosophy and the problems of the court by participating in them, the more they are likely to tolerate innovative and progressive programs in court and community. The more they understand the problems, the more they are likely to become involved in working with these problems in the community. The cause of the court then becomes their own, and they become loyal supporters of those programs and policies that are meaningful to the child and his family, and have a total community impact as well.

Although a program involving broad community support may need to invest more effort in raising a given amount of funds, probably less money needs to be raised in all, because volunteer support in services and materials reduces the cost per child, and makes it possible to serve more children with less money. As already indicated, Boulder County spends less than $10,000 per year, per home, which is considerably less than comparably-sized State or Federally supported group home programs.

Assuming the court is instrumental in initiating the community group home plan, the sympathetic cooperation of its community board of directors is reasonably certain. The board will normally approve of the court's programs and philosophy—otherwise they would not have associated themselves with the court in the first place, or remain associated, in such a demanding enterprise. The group home can become a routinely functioning resource for the court and sufficient general control by the court can be maintained. This kind of working community response to court needs, and harmonic reaction to its policies, has happened in Boulder and is now happening in Ferndale. Probably, passive acceptance of the Attention Home idea is not enough on the part of the court. Rather, the court must lead; it must be enthusiastic if the idea is to work in terms of a court-controlled input of children.

For communities without adequate detention facilities, an Attention Home program can save countless jail days for those children for whom lockup would be detrimental. Locking up a child temporarily in a jail-like facility might be useful for a few, but for most children, jail detention as a rehabilitative method is, at best, questionable. Of the 1,500 child-days spent in Attention Home No. 1 during the first year, it is estimated that at least 300 would otherwise have been child-days in jail. Five hundred are probably more like it. Thus, Attention Home provides a favorable physical and emotional atmosphere alternative to juvenile jail. In so doing, it also saves thousands of dollars for the taxpayer in jail maintenance costs. The Attention Home can be a very effective alternative to State as well as local institutions. As was the case in Boulder and Adams Country, and undoubtedly may be the case in many other areas, commitment was often due primarily and simply to the lack of viable alternatives, and resulted in a relatively high rate of commitment by the court. Good group home programs can reduce commitment rates and relieve the strain of overcrowding in State as well as local institutions, at the same time easing the burden of financial responsibility on the taxpayers. There is little doubt that the chances of a child's rehabilitation are reduced if it is necessary that he be committed to institutions which, although efficiently administered and professionally supervised, are likely to be overcrowded and unable to deal with the child on an individual basis.

CONCLUDING REMARKS

To establish a home similar to the Attention Homes of Boulder, requires considerable effort on the part of many leading community citizens. The leadership, particularly from the court, involves a considerable amount of patience and tolerance of inexpert opinion and divergent attitudes. An extensive groundwork of community education must be laid in terms of the need for a new facility. The community must be aware of what is or is not available to the children for whom such a program could be meaningful. All the better if there is already a healthy community background of citizen participation in court probation or similar youth rehabilitation programs.

There are an enormous number of citizens in every community who want to be involved in the problems of the community, and further need to be involved. Such a vast audience would receive with interest the information shared by the court. Indeed they have a right to participate in the solution of these problems. The responsibility of providing information and leadership through the news media and personal appearances, is the court's and an active program of public relations is essential.

The proper use of well-trained, well-supervised volunteers establishes a formidable partnership between the court and community, and it permits the court to operate in a comfortable and broad framework of progressive and innovative programs.

No simple solutions to community social problems are available, and although many have been proposed, their promises of quick, easy rehabilitation have proven mythical in practice. In the broadly based comprehensive attack on juvenile delinquency which is necessary, the best possible public relations agents available to a court are good volunteers. They can, through redistribution of information, contribute to the reduction of pressures to institutionalize the child. This is especially true if they have become involved in a program such as Attention Home, which is itself a hopful alternative to institutionalization for juveniles. This kind of continued and increased participative support by local citizens allows the court, in cooperation with allied agencies, to get on with the business of solving juvenile problems where they should be solved—in the local community.

APPENDIXES

APPENDIX 1.—ATTENTION HOME RULES AND DUTIES FOR CHILDREN

Since each child that is placed in the Attention Home has a different problem, each operates at the home under somewhat different rules. Some are allowed many privileges, while others may not be allowed out of the house without supervision. All the children, however, are expected to:

(1) Obey the houseparents at all times.
(2) Take showers or baths at least every other night.
(3) Make beds and clean room every day as well as helping with meals, dishes, general cleanup, etc., as assigned.
(4) Reach and return from work or school without delay unless special permission is granted.
(5) Take the responsibilty of making sure that one of the houseparents knows his or her whereabouts at all times.
(6) Show respect for the other children in the home.
(7) Fix breakfast and lunch for self and handle all washing and ironing if possible. Breakfast is at 7:30 a.m.; lunch, noon; dinner, 6 p.m. Meals are served family style and a blessing is said before each meal.
(8) Smoking: Smoking will be permitted as directed by the houseparents. It is illegal for a minor under 16 years of age to smoke without parents' consent.
(9) All personal property is kept in such places as designated by the houseparents. A child may not borrow any items from other occupants unless prior approval is granted by the houseparents.

Minimum Requirements for Children. A Message From the Houseparents to Volunteers Working in the Home

1. *Food Preparation.*—The children are expected to fix their own breakfast and lunch and help with the preparation of supper. Our food bill usually averages $30 per week. This figure is low because we receive all dairy products as donations and we receive damaged canned goods from a local grocery store.

2. *House cleaning.*—The housecleaning duties are equally divided, with the majority of the work being done by those children who are not working or attending school. All children, however, do share in the work. My wife and I have found that the children enjoy the work if we pitch in and do our share along with them.

3. *Home Repairs and Maintenance.*—The members of our board of directors volunteer their time to repair and maintain the home.

4. *Church Requirements.*—We have no church requirements here at the home. Any child who desires to attend church may do so, but no real pressure is put on the children to attend.

5. *Daily Requirements.*—Here again daily requirements are impossible to outline. Some of the children work, some go to school and some must stay around the home and work, engage in recreational activities, etc. An attempt is made to keep the children busy, but often it is impossible to do so.

6. *Guests: Visiting.*—It has always been a policy of ours to encourage as many guests as possible to visit our home. Interested members of the community are encouraged to come by at any time of the day or night to talk to us and the children. They often do. The children may have guests over when arrangements can be made. Their friends may stay for an hour and must stay on the main floor. The guest situation must be handled properly in order to avoid the "zoo" effect. Visiting hours for parents are Wednesday, 4 to 6 p.m. If special arrangements are needed, permission must be granted by the houseparents. No telephone calls will be allowed unless permission is given by the houseparents.

7. *Penalties and Rewards.*—Perhaps one of the most unique things about our program is the fact that placement at the Attention Home is a *privilege*. The children who come to stay with us are always informed that they are being placed here instead of juvenile quarters (jail). The ultimate in punishment then is referral to juvenile quarters. Punishments of a less serious nature include assignment to a week of dishes, withdrawal of television privileges, etc. When a child comes to the home, he is granted privileges which the Juvenile Department feels he is capable of handling. The child's privileges are increased and decreased from then on, according to behavior.

APPENDIX 2.—ARTICLES OF INCORPORATION, ATTENTION, INC.

Know All Men by These Presents, That we, the undersigned, have associated ourselves for the purpose of forming a body corporate and politic, not for pecuniary profit, under the provisions of chapter 31, article 20, CRS 1963, hereby make, execute, and acknowledge these articles in writing of our intentions so to become a body corporate and politic, under and by virtue of said statute.

Article 1.—Name

The corporate name of our said corporation shall be Attention, Inc.

Article 2.—Duration

The period of duration of our said corporation is perpetual.

Article 3.—Purposes and Powers

The object for which our said corporation is formed and incorporated is for the purpose of establishing, operating, and maintaining a receiving home for juveniles which said receiving home may also serve as a center for the purpose of testing, counseling, tutoring, and the filling of any of the needs of the juveniles directed to it.

Said corporation is empowered to accept gifts, donations, devices, legacies, and bequests for its work, and to accept and execute trusts and act as a fiduciary. Said corporation is without power to make profit or declare dividends.

The corporation shall have the power to acquire, own, utilize, encumber, pledge, mortgage, lease, sell, and dispose of property, real, personal, and mixed.

The enumeration herein of the objects and purposes of this corporation shall be construed as powers, as well as objects, and shall not be deemed to exclude, by inference, any power, objects, or purposes which the corporation is empowered to exercise, whether expressly by force of the laws of the State of Colorado, now or hereafter in effect, or impliedly by the reasonable construction of said objects and said laws.

Article 4.—Declaration of Policy

It is the intent of the undersigned to declare the following policy within the scope of the corporation's purposes and powers; namely, that Attention, Inc., is created to serve a need within the community for temporary housing and counseling of youths under the age of 18 years who have suffered a disruption of their family environment. It is believed to be in the best interests of such youth to provide temporary housing and counseling facilities in lieu of placement in the county jail or other less desirable facilities.

ATTENTION, INC., is formulated with a general policy of providing adequate supervision at all times, and placing only children who may derive some benefit from such placement within the physical premises, to the exclusion of those whose occupancy would jeopardize either the project or the physical premises.

Article 5.—Directors

The affairs and management of our said corporation are to be under the control of the board of directors consisting of not less than three, but without limitation in total number so long as there are at least three said members:

WARREN D. JAMIESON
DEAN C. LISTON
ROGER H. OLSON
HENRY PAHLKE

are hereby selected to act in such capacity and to manage the affairs and the concerns of said corporation for the first year of its existence, or until their successors are elected and qualified.

The directors shall serve 3-year terms, one-third of the total number of directors shall retire annually and new directors to be elected annually by its preceding board of directors.

Article 6.—Officers

The board of directors shall annually elect for 1-year terms a president, vice president, secretary, and treasurer of said corporation.

Article 7.—Administration.

The business and financial affairs of the corporation and its property shall be under the control of the board of directors and will be administered by an executive committee consisting of the president, the vice president, secretary, and treasurer of the corporation.

Article 8.—Voting

Each member of the board of directors shall have one vote.

Article 9.—Nonassessable Membership

Membership of the corporation is nonassessable.

Article 10.— Registered Office and Agent

The address of the initial registered office of the corporation is Boulder, Colo., and the name of the initial registered agent of the corporation, at such address, is Dean C. Liston.

Article 11.—Distribution of Assets

In event of dissolution of the corporation, the assets then owned will be distributed to satisfy all outstanding creditors, and should any balance then remain, such will be distributed to a similar organization which is exempt from Federal income taxation under Internal Revenue Code, section 501(c)(3), or to the Federal, State, or local governments, as the then board of directors may direct. Further, no part of the net earnings of the corporation will inure to the benefit of the members of the corporation or individuals associated with the corporation.

Article 12.—Bylaws

The board of directors shall have the power to make such prudential bylaws as they may deem proper for the management of the affairs of the corporation according to the statute in such case made and provided.

IN TESTIMONY WHEREOF, we have hereunto set our hands in seals this ____________ day of ____________, 1966.

Warren D. Jamieson
Roger H. Olson
Dean C. Liston
Henry Pahlke

STATE OF COLORADO,
County of Boulder, ss.

I, ______________________________, in and for said county, in the State aforesaid, do hereby certify that Warren D. Jamieson, Dean C. Liston, Roger H. Olson, and Henry Pahlke, whose names are subscribed to the foregoing Articles of Incorporation, appeared before me this day in person, and acknowledged that they signed, sealed, and delivered the said instrument of writing as a free and voluntary act, for the uses and purposes therein set forth.

Given under my hand and notarized seal, this ____________ day of ____________, 1966.

My commission expires:

____
Notary Public

APPENDIX 3.—FINANCIAL STATEMENTS FOR ATTENTION, INC., 1ST YEAR OF OPERATION (1967)

BALANCE SHEET

ASSETS

Cash		$3,334.57
Furniture and equipment	$1,641.50	
Leasehold improvements	3,289.14	
Land and building	18,500.00	
	23,403.64	
Less: Accumulated depreciation	1,296.73	22,106.91
Total assets		25,441.48

LIABILITIES AND EQUITY

Payroll taxes withheld	$114.06	
Mortgage payable (home No. 2)	11,128.56	$11,242.62
Equity		14,198.86
Total liabilities and equity		25,441.48

STATEMENT OF RECEIPTS, EXPENSES, AND EQUITY (for the 12 months ended Sept. 30, 1967)

Receipts:	
Cash contributions	$9,872.71
Per diem	2,277.00
Other	79.28
Total cash receipts	12,228.99
Expenses:	
Allowances	73.00
Arts and crafts	25.02
Auto	311.17
Clothing	34.34
Entertainment	364 22
Food	1,957.99
Insurance	67.00
Laundry	19.89
Medical	17.65
Miscellaneous	178.24
Office	34.95
Promotion	10.00
Repairs and maintenance	209.29
Salaries	3,339.66
Taxes, payroll	114.59
Telephone	374.53
Utilities	179.14
Total cash expenses	7,310.68

Excess of receipts over expenses		$4, 918. 31
Other expenses:		
Elmer Frasier Attention Home (home No. 2)	$305. 09	
Depreciation	1, 296. 73	
		(1, 601. 82)
Other receipts:		
Contributed property at estimated fair market value	22, 071. 86	
Less: Mortgage assumed	-11, 189. 49-	
		10, 882. 37
Total		14, 198. 86
Equity, beginning of period		
Equity, end of period		14, 198. 86

Notes to Financial Statements (Sept. 30, 1967)

1. Furniture, equipment, and leasehold improvements have been recorded at cost for those items purchased by Attention, Inc., and at estimated fair market value for those items contributed to Attention, Inc.
2. Land and buildings are pledged as security on the mortgage payable of $11,128.56 at 6 percent, payable $86. 34 monthly.
3. Furniture and equipment are being depreciated by the straight line method over a 5-year life; leasehold improvements are being depreciated by the straight line method over 3-year life.
4. Expenses incurred preparatory to opening of the Elmer Frasier Attention Home are not included in the expenses of the original Attention Home.
5. Property contributed consists of the following:

Elmer Frasier Attention Home contributed by Mr. and Mrs. Elmer Frasier	$18, 500. 00
Remodeling of basement of original Attention Home contributed by the Cosmopolitan Club of Boulder	2, 205. 83
Various items of furniure and equipment contributed by many interested people of Boulder County	1, 366. 03

6. Attention, Inc., has been determined to be a tax exempt charitable organization under sec. 501(c)(3) of the Internal Revenue Code.
7. Records were not maintained to reflect the large amounts of food, labor, and services contributed by interested parties, other than included above, and no values for such are included in these statements.
8. Attention, Inc., served the youth of Boulder County a total of 1,519 child-days at child cost per day of $5.67.

APPENDIX 4.—DUTIES OF ATTENTION HOME HOUSEPARENTS

1. Providing a living quarters as much like a home as possible.
2. Constant supervision of the children, either directly or through the use of volunteers, employees, etc.
3. Working with the Juvenile Department, making recommendations for proper referrals, tutoring, files, conferences, etc.
4. Counseling children and parents to help end the negative home situation.
5. Public relations work—informing the community of the program and the program's needs.
6. Performing many general duties that are assumed by any mother and father.

I should probably make a note here that my wife and I have a tremendous number of duties that make a complete list impossible. When we first came to the Attention Home, we worked on a vary narrow base, but, as new situations arose, we found it necessary to expand ourselves into completely new areas. For example, when children leave the Attention Home, we often find it necessary to make frequent visits to the new placement in order to help out with problems. The court and the board of directors of the home have encouraged my wife and me to enter new areas and develop new programs and of necessity have left the majority of our duties to our discretion. Therefore, if you would ask for a typical daily routine, it would be impossible.

ROBERT HAMM,
Attention Home Houseparent.

APPENDIX 5.—BASIC FLOW, SOURCE, AND PLACEMENT STATISTICS FOR FIRST YEAR OF OPERATION, ATTENTION HOME NO. 1

Total children passing through the home during the year: 65.

From.—City of Boulder, 34; outside city of Boulder, 31.

Type of Case.—Delinquent, 29; dependent, 11; child in need of supervision, 11; other, 14.

Age in years (Number of children in parentheses).—12 (3), 13 (6), 14 (6), 15 (9), 16 (18), 17 (21), 18 (2).

Sex.—Girls, 40; boys, 25.

Average Length of Stay.—23 days.

Total child-days: 1,518 at average cost of $5.67 per child-day.

Summary of placement, after home

Returned home	30	Referred back to court	3
Placed in foster home	15	Mental institution	1
Placed in group home	7	Job Corps	1
Placed in private school	2	Still in home	6

Placement Information: By Individual Children

Line No.	Age	Petition	Alternate placement (if attention home were not available)	Placement (after attention home)
1	16	Not filed on	No alternative	Foster home.
2	16	Dependent	Juvenile quarters	Do.
3	16	Not filed on	do	Do.
4	17	Delinquent	do	Job Corps.
5	18	do	do	Home.
6	17	Chile in need of supervision.	No alternative	Foster home.
7	16	Delinquent	Juvenile quarters	Group home.
8	16	do	Unsatisfactory home situation.	Private school.
9	15	do	do	Foster home.
10	16	do	do	Do.
11	15	do	Juvenile quarters	Industrial school.
12	17	do	do	Group home.
13	17	do	Unsatisfactory home situation.	On own.
14	17	do	Juvenile quarters	Home.
15	17	Not filed on	do	Do.
16	17	Delinquent	do	Foster home.
17	15	Not filed on	Unsatisfactory home situation.	Do.
18	16	Dependent	do	Do.
19	13	Not filed on	do	Home.
20	16	Delinquent	Juvenile quarters	Foster home.

Line No.	Age	Petition	Alternate placement (if attention home were not available)	Placement (after attention home)
21	17	Not filed on	Unsatisfactory home situation.	Home.
22	13	Delinquent	do	Foster home.
23	16	Dependent	No alternative	Do.
24	17	do	do	Do.
25	13	do	do	Do.
26	16	Delinquent	Juvenile quarters	Home.
27	14	do	do	Do.
28	12	Chile in need of supervision.	No alternative	Do.
29	13	do	Unsatisfactory home situation.	Do.
30	13	do	No alternative	Do.
31	17	Delinquent	Juvenile quarters	Do.
32	15	Dependent	Unsatisfactory home situation.	Foster home.
33	17	Child in need of supervision.	do	Home.
34	15	Delinquent	Juvenile quarters	Do.
35	17	Not filed on	Unsatisfactory home situation.	Do.
36	15	Delinquent	Juvenile quarters	Group home.
37	16	do	Unsatisfactory home situation.	Do.
38	17	do	Juvenile quarters	Service.
39	17	Not filed on	do	Foster home.
40	17	Dependent	do	Camp.
41	12	Out of country	do	Home.
42	16	Not filed on	Unsatisfactory home situation.	Do.
43	16	Child in need of supervision.	do	Group home.
44	15	Not filed on	do	Home.
45	14	Delinquent	Juvenile quarters	Industrial school.
46	18	do	do	Home.
47	14	do	do	Foster home.
48	15	Child in need of supervision.	do	Do.
49	17	Not filed on	do	Home.
50	14	Dependent	do	Camp.
51	12	do	Unsatisfactory home situation.	Home.
52	17	Delinquent	Juvenile quarters	Foster home.
53	16	Dependent	Unsatisfactory home situation.	Do.
54	16	Delinquent	Juvenile quarters	Camp.
55	17	Not filed on	Unsatisfactory home situation.	Home.
56	17	Dependent	No alternative	Foster home.
57	16	Delinquent	Unsatisfactory home situation.	None.
58	16	Not filed on	do	Mental institution.
59	14	Child in need of supervision.	do	Home.
60	17	do	Juvenile quarters	Do.
61	15	do	do	None.
62	17	Not filed on	No alternative	Do.
63	14	Delinquent	Juvenile quarters	Do.
64	13	do	do	Original jurisdiction.
65	16	Child in need of supervision.	do	Home.

APPENDIX 6.—COMMONLY USED RELEASE AND AGREEMENT FORMS IN REGARD TO PARENTS AND CHILDREN

Statement by Child

ATTENTION HOME
2118 14th Street
Boulder, Colo.

GENTLEMEN: I hereby request that you accept me for placement in the Attention Home instead of being detained in some other place.

If you accept me in the home, I agree not to run away, and I also agree to obey all the rules of the Attention Home as set forth on the attached sheet as well as the requests and orders of the people operating the home.

Very truly yours,

____

General Statement by Parents

ATTENTION HOME
2118 14th Street
Boulder, Colo.

GENTLEMEN: I hereby request and ask you to assume temporary custody of my child ______________ who is _____ years old. If you assume custody, I agree to abide by the rules of the Attention Home and to cooperate with the officials of the home concerning the welfare of my child.

I agree to pay the sum of _____ a day during the time that my child is in the home. Such payment to be made within 10 days after billing.*

Very truly yours,

____

Release and Agreement by Parents

Date: ________________________

I (we)____

parent (s) of the following child:________________________do hereby request Attention, Inc., to receive for care said child and agree if said Attention, Inc., accepts said child for care that:

(1) Said child shall remain in the care of Attention, Inc., for an indefinite period of time.

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*EDITOR'S NOTE.—Payment from parents is required only if and as they are able to do so.

(2) Said child may be visited by us only at times and upon conditions stipulated by said Attention, Inc.

(3) Said Attention, Inc., its employees and agents, shall have authority to consent to medical and dental treatment for said child and any such consent given by said Attention, Inc., its employees or agents shall have the same force and effect as consent given by us.

(4) No employee, agent, or officer of said Attention, Inc., shall be liable for any personal injury suffered by said child during said period.

(5) I (we) ______________________ parent(s) of the above-named child agree to assume financial responsibility for said child. In the event that we are unable to do this, we shall notify Attention, Inc., at once.

Witnessed by: ______________________
Parent(s)

Parents' Agreement—Payment for Care

Date: ______________

I (we) are the parents of the following child: ______________
____

I. CURRENT CARE

I (we) ______________________ agree to pay $ ______ per day ( ) for my (our) child's board and room. My (our) first payment of $ ______ is for ______________ (Date) through ______________ (Date).

II. PAST CARE

These payments are for past care received and the total amount due is $ ______.

I (we) ______________________ agree to pay $ ______ per day ( ) for my (our) child's board and room. My (our) first payment of $ ______ is for ______________ (Date) through ______________ (Date).

____
Witness

____
Parent(s)

____
Parent(s)

APPENDIX 7.—ANOTHER COMMUNITY TRIES THE IDEA: DUNCAN McDONALD HOME, INC., OF FERNDALE, MICH.

(We are most grateful for the review given this section by the Honorable Montague R. Hunt, Municipal Court, Ferndale, Mich., especially since Judge Hunt is a very busy man, as indicated below.)

Ferndale, Mich.'s effort, now in its final planning stages, resembles Boulder's in most essential respects. It is a local, do-it-yourself operation, seeking the broadest possible voluntary support in the community, in services, goods, and funding, without recourse to any outside formal funding support. As in Boulder, it was preceded by an active volunteer program in court probation services, and, in fact, the home is named after one of Ferndale's fine volunteers, lately deceased.

The breadth of community appeal is suggested by the size of the board of directors, about 30, and the number of standing committees, 11. Community meetings are being held, and potentially interested contributors are being contacted by telephone and letter.

As in Boulder, the program is building on a working tradition of local commitment to the solution of local problems, e.g., in court volunteer probation programs. Also as in Boulder, the movement is spearheaded by a concerned local court probation department, and its vigor is such that it has moved from idea to reality in but a few months. The style has been to venture and plunge ahead, in confidence that the community will provide backup. It has. As this goes to press, contributions of food, furniture, and money are coming in, a home has been leased, quasi-volunteer supervisors hired (total budget: $125 per month), and the first probationers are to move in within the week (Jan. 21, 1968).

Judge Hunt and the Ferndale Board of Directors have appointed and are receiving support from the following committees of citizens: incorporation and by-laws (as a nonprofit corporation); local financing; a leasing and finding committee; food committee to explore sources of donated food; furnishings committee to do the same for furniture, etc.; several subcommittees to work with possibilities for personnel to supervise the home, e.g., teachers, senior citizens, AA, and VISTA; and an overall coordinating committee.

The Ferndale and Boulder philosophies are virtually identical. Thus: "The Duncan McDonald Home is intended as a home for young men who either have no home or whose home may be a contributing factor to their antisocial behavior. The Duncan McDonald Home would thus be conceived as providing the environment in which the residents could develop in a positive direction." Or as Judge Montague Hunt says, it is " * * * the establishment of a home for young adult criminal offenders who do not have a suitable place to live. We have learned that we can predict the unfortunate consequences of this situation." Again, the theme: No matter how hard you work on probation programs, disaster may strike at any time, if the probationer must be returned to an unsatisfactory home situation or to jail. As an alternative, your group foster home should be small, informal, and as homelike as possible. Ferndale's will house no more than two or three probationers at first.

Apparently, however, Ferndale will put more emphasis than Boulder does, on longer term placements. Other differences are that the home will be for males only, and, perhaps most significant of all, for young adult rather than juvenile offenders. In Michigan, this means 17 years of age and up, and an average age between 18 and 20. Boulder's average has been between 15 and 16 years.

The offenses will be of a misdemeanant type (as juvenile offenses usually are, too), but processed through a Municipal rather than a District-level Court, and, of course, of a somewhat different character and significance due to age differences.

Another significant difference is that while Boulder is a predominantly middle-class University-Research community in a recreational mountain setting, Ferndale is in the most part a blue collar suburb of a large city. Ferndale is somewhat smaller than Boulder, 32,000 as compared to 50,000, and it is not growing rapidly, as Boulder is. Indeed, as a suburb of a large metropolitan center, Detroit, the only way it could grow would be vertically, via taller buildings.

If communities as different as Ferndale and Boulder can have homes of the Attention type, the hope grows that the idea may be quite broad in application.

A HOME AWAY FROM HOME

COMMUNITY VOLUNTEERS EMPTY THE JAIL

By

Leroy P. Goter, *Writer and Consultant* (*Volunteer*)
Robert B. Hamm, *Juvenile Officer*
Mary N. Osterberg, *Juvenile Officer*

in consultation with

Judge Horace B. Holmes and *Juvenile Officers* George P. Taylor,
John E. Hargadine, and Charles B. Cameron

August 1968

PREFACE

In 5 short years, the use of probation volunteers has grown from an isolated curiosity to a movement of national importance. In the United States today, 150 juvenile and misdemeanant courts use local citizens as part-time workers without pay in probation. Ten thousand court volunteers currently work in some 20 major job categories, ranging from routine to responsible, from traditional to distinctly nontraditional. Volunteer courts exist in all types of communities, from the smallest to the largest, with and without colleges, in all major sections of the United States (and incidentally in 10 or more foreign countries as well).

Procedural knowledge has been hard put to keep up with growth. The present manual attempts to pluck such knowledge from rapidly running history, as it applies to one of the 20 major probation volunteer job categories, that of "foster parent" or "foster home contributor." This is defined as "any local citizen who provides a home for a juvenile offender at little or no cost to the court." More broadly, the category includes any citizen or group of citizens who contribute substantially to the providing of such a home in services, material, or money, even though that home is not their own private residence. Juvenile offenders are the primary clients served by such a program, but it is also used preventatively for troubled youth headed toward formal adjudication. Occasionally, it has also been offered to young adult misdemeanant offenders, 18 to 21 years of age.

Numerically, this job category is unimpressive, accounting for perhaps 1 or 2 percent of all court volunteers presently at work. But the future significance for corrections may far exceed current numbers, for it is difficult to conceive of a more drastic rehabilitative intervention by the court, in the youngster's life. His entire home environment is altered from the unsatisfactory one he inherited to a court-created foster environment. The scale shifts from the psychological to the sociological, though psychological counseling will of course usually continue. To give some idea of the magnitude of the intervention, the analogous operation on school environment—along with family the most frequently cited source of juvenile troubles—would be for the court to create and operate its own school system, 300 days a year, with its own faculty, facilities, and educational supplies.

But why should a *court* have to do anything like this? Just as the public school system is organized to take care of education problems, a special agency already exists to take care of home problems. That organization, of course, is public welfare. Indeed, juvenile courts lean heavily on welfare for foster home placement of juveniles. But, the fact is there are never enough welfare homes for troubled and difficult teenagers. The court's alternative is to accept this crucial inadequacy, or do something about it for itself. If the latter, the court is usually faced with creating and running foster homes on a shoestring budget, or no budget at all. Hence, it must turn to outside philanthropy or local volunteers. Our experience in Boulder County is that, approached in the proper spirit, welfare will understand the need for this parallel foster home development and cooperate with it.

Volunteer foster home contribution is significant not only for the massiveness of environmental intervention, but in another sense, as well: The magnitude of the commitment required of volunteers. Those unacquainted with court volunteers are prone to pessimism about the extent and consistency of contribution which may reasonably be expected of them. Yet, "court volunteer foster parent" is a 24-hour-a-day-job, with an unusually difficult child; a job, moreover, which the volunteer usually *pays* to do, in terms of out-of-pocket expenses.

In many cases, we ask only for temporary foster care, a few days to a week until more permanent arrangements can be made for the child. In other cases, volunteer foster parents have stayed on the job as long as a year and kept in touch with their foster child long after that. These two types of volunteer foster care should be sharply distinguished, though they belong logically in the same category. It is far easier to recruit volunteers for temporary foster care, and it is far easier on the volunteers themselves. Moreover, the program quite clearly accomplishes its more limited objective—a holding and "cooling off" operation while other arrangements are worked out. More permanent volunteer foster placements raise some deep and dark problems which must be frankly faced in this manual, however much we admire the devotion of the volunteers involved.

The above refers to individual foster homes, in which the volunteer parents take the youngster into their own home, temporarily or more permanently. Another distinction is the volunteer-supported *group* foster home, for five or 10 youngsters. The volunteer contribution here is far more broadly distributed in the community and it may consist of money and materials as well as a few hours service a week. The atmosphere is different, too, in the sense that several youngsters live together in the home, with several to many foster parents.

Boulder's individual foster home program began in 1963 and approximately 40 volunteers have contributed to it, mainly couples, but a few single people as well. Our group foster program began with the first Attention Home 2 years ago. Now there are two homes, and literally hundreds of local citizens have contributed in one way or another.

We are in no position to *prove* these programs are widely applicable to other courts and communities. The reader can best make this decision for his own community, upon reading this manual. We do know they have been possible to develop in Boulder, a middle-class community of about 50,000 people. Several other courts have at least experimented with temporary individual foster homes on a volunteered basis (especially Friends of the Juvenile Court, 400 E St. NW., Washington, D.C.). At least one other volunteer-supported group foster home exists, sponsored by the Ferndale, Mich., Municipal Court, Ferndale being a smaller community than Boulder, with more blue-collar class people, and a suburb of a large city, Detroit. We further expect that a number of courts rely on local citizens for temporary foster care, occasionally and informally. They simply don't call it a "program."

The present manual assumes general background knowledge of court volunteerism, either through reading or through direct experience with such programs. The concentration here is on the use of volunteers to provide foster care for a court.

PROBLEM AND ALTERNATIVES

The Problem

What do you do with a child who has run away from home repeatedly, or been cast out of the family? A child who cannot adjust to traditional foster placement, or who has broken the law, but who, without risk to others, should continue with school or job?

These children must mark time somewhere while the family tangles unsnarl or until social history investigations are compiled and the juvenile court process moves deliberately toward major decisions on their lives. But where do you put the child while this is going on? In jail, perhaps for weeks * * * out of school, out of a job, out of society * * * sitting, resenting, fearing, learning nothing positive from the experience?

The answer, for most communities, is yes. You put the child in jail because jail is the only place available. Welfare departments operate foster homes for children, but these often are not available to teenagers in trouble with the law. They are in many cases good homes, but there aren't enough of them to go around. The lodgment for children is frequently jail by default, because the court has no other place to put them.

Yet, it is also generally agreed that while jail may be just the setting for the clearly dangerous youth, the "tough guy" and the repeater, it is not the best place for many juvenile offenders, frequently including the youngster who is truant from school or who flees an intolerable home situation.

An Alternative

This was the problem in Boulder, Colo., 5 years ago when Judge Horace B. Holmes and his juvenile court staff decided to try to do something about it. Since 1963, the court has recruited a volunteer force of local foster parents who will take juvenile offenders into their own homes for a day, a month, a year—whatever is necessary. Usually there is but one child in each volunteered private home, though in a few instances there have been two or three. The main *group* foster home development of the court and community came in autumn of 1966 when concerned local citizens, including members of the juvenile court staff, came up with an alternative—the "Attention Home" idea. A church study group recognizing the need for a "holding station" and a receiving center for troubled and difficult youngsters, decided to do something about it. Soon the community at large became involved and an organization was formed, "Attention, Incorporated." This nonprofit group leased an unused church parsonage for a dollar a year, redecorated and repaired it, hired a responsible couple as "houseparents," and the first Boulder Attention Home was born. Since that time, a second such group foster home has been founded and placed at the disposal of the juvenile court, by virtue of broad-based local citizen support in services, funds, and materials.

The Attention Homes are considered emergency retreats, the first place the court looks to when a juvenile is in trouble. Volunteered individual court foster homes act as backups and for more permanent placements. The rule is not a rigid one, however. Occasionally, youngsters reside in the group foster attention facilities for 4 or 5 months, while individual foster homes are sometimes used for temporary as well as long-term placements. The choice may simply depend on what is available when a placement emergency arises, with perhaps only an hour's notice. Thus, if both Attention Homes are filled, the court turns to its list of individual volunteers-in-waiting. Again, it may be that something about the youngster suggests the preferability of a private over a group foster residence, or vice versa. But both types of home share the same basic idea. They are shelters for youngsters who would otherwise sit in jail while more permanent arrangements are made, or, more permanently, they provide homey surroundings where troubled teenagers can be helped to "think things out" in an atmosphere of care and understanding, as distinct from their probably wretched natural home environment. Both kinds of foster homes also fill a gap in general public agency services for neglected, disadvantaged, and problem children—children who run away from home and school, often creating more serious problems for themselves thereby, by bringing themselves to the attention of law enforcement officers, and children who, for one reason or another, are prone to drop out of home, school, and society to become clients of our mental and penal institutions.

The Background Philosophy

Behind the volunteer-powered Attention Homes and individual foster homes programs in Boulder is a belief that much of juvenile "acting out" behavior is, at least at first, a plea for help, just as real for being largely unconscious. Thus the term "attention" rather than "detention," which implies a more negative attitude toward treatment of these children. This belief is part of a long-nurtured philosophy of the juvenile court that family disorganization contributes to the social problems of the whole community. Thus, the problems of children brought before the court are the problems of the entire community and, sooner or later, must be solved by the community. It is a philosophy which therefore insists upon public responsibility to create conditions under which troubled children can remain in the community with maximum benefit to themselves and minimum risk to others.

The result is broad community support of court-involved programs to curtail and prevent juvenile delinquency without unnecessary resort to institutionalization. Community-contributed foster care for juveniles is but one expression of this philosophy. Local citizens also serve without pay in the juvenile court as tutors, assistant probation officers working one-to-one with juveniles, group discussion leaders, and in various administrative support positions.

This principle of "total community involvement" operates not only in volunteered services, but in donations of goods, materials, and money in lieu of services. Because of this, it was possible to operate the first Attention Home and begin another on only about $7,000 the first year. Almost all this money was itself contributed by local citizens. It doesn't cost much if a local dairy is contributing the milk, a local supermarket the canned goods, while the furniture, rugs, curtains, and other articles are offered as needed by willing hands for a home which the community feels *belongs* to it. It seems reasonable to believe there are few towns and cities that cannot manage as much for their children.

Low as the cost of group foster homes is, the cost of individual foster homes is even less. What expenses there are may be defrayed partly by the natural parents, or under an emergency or special license by welfare. Very often, much of the expense comes out of the volunteer foster parents' own pocket. It is a measure of their tremendous devotion that they see nothing unusual in paying for the privilege of taking on this difficult 24-hour-a-day task. In any event, the three or four individual foster homes which are typically active at any one time, cost the court a *total* of possibly $50 to $100 a year.

Both group and individual foster homes are volunteer powered. What is more, their use in concert permits far greater flexibility in court foster home placement than would either type of home alone. Nevertheless, their development and use involve quite distinct kinds of problems and possibilities. For this reason, they will be described separately in this manual.

ATTENTION, INCORPORATED: VOLUNTEER-SUPPORTED GROUP FOSTER HOMES

Leasing, Remodeling

In Boulder, court-led citizenry began by forming Attention, Inc., a nonprofit, nongovernment, tax-exempt organization designed to function as a general planning, fundraising, and policymaking body. (The Articles of Incorporation are in appendix of preceding paper.) This corporation, through its board of directors, then leased for a dollar a year, a three-story brick parsonage near the downtown area and the court. Considerable citizen labor and materials converted this into an attractive home for eight or nine children and their houseparents. Many community organizations and individuals contributed without cost to the refurbishing which produced a comfortable homelike atmosphere.

Every stick of furniture, the paint, the carpentry, rugs, curtains, the canned goods, and dairy products were given to the home. Sometimes the gifts were small—a book, a nickel, or a dime from a child—but these were accepted as gratefully as the largest donations.

Deliberately small and personal, the first home was set up dormitory style with quarters for four girls and five boys on different levels of the building. The second home, established about a year later, is a pleasant trilevel located in a typical middle-class neighborhood. Designed for girls only, it can accommodate five plus houseparents.

Houseparents

For the downtown home it was considered essential that houseparents not only maintain control and discipline, but also be able to identify sufficiently with the children to encourage and facilitate communication between themselves and each child. Since most of the children had difficulty relating to their own parents, it was decided that someone closer to their own age would perhaps be able to identify with them better and give them the kind of support they needed.

Thus, the houseparents hired were scarcely older than the tenants. However, the board of directors, charged with interviewing and selecting the young couple, insured that they were also qualified to do the job, particularly that they were responsive to the problems of youth, yet possessed of a firmness and maturity necessary to control and counsel unruly children. The second home was conceived as a longer term facility along more conventional lines; hence, older houseparents and a residential location were obtained.

In each case, of course, the choices had to be limited to applicants willing to work for the available money. Only $200 a month, plus room and board, were offered the houseparents. A relief couple, to allow houseparents vacations and brief periods away from the job, got $100 monthly.

The Board of Directors

The responsibility for administration and overall management of the Attention Homes is primarily that of the board of directors, a panel of ordinary citizens in the community who contribute not only their good names, but many hours of unpaid service and direction to the program. Laymen and professionals alike, board members have in common a deep concern for the problems of youth. On the original board, two of the 15 members came from the juvenile court, and such court representation has been maintained to the present. The other members are local businessmen, housewives, and professional men and women.

By no means honorary or ornamental, the board puts in several thousand hours a year in fundraising, publicity, policy setting, and consulting with houseparents in the day-to-day operation of the homes, all without compensation of any kind. The board meets weekly throughout the year and individual members keep work committees going as well. About the only matters outside the purview of this citizen board are day-to-day implementation of policy, in the hands of the houseparents as their appointed representatives, and intake of juveniles which is handled by the juvenile court, as explained later.

Financing

Boulder's Attention Homes are financed almost entirely by local donations. They do not depend on Federal, State, or local agencies, United Fund, Community Chest, or any other similar organization. The obvious disadvantage is in not being able to submit a routine budget request each year. On the other hand, funding agencies may have long lists of "do's and don'ts" attached to their purse strings, restrictions which can bog down a new and innovative idea. Moreover, the community that participates directly in the support of a home, feels more directly a part of it. It feels that it is their own home, and this feeling yields substantial, if sometimes subtle dividends.

To be sure, a program based on broad community support may need to invest considerable effort in raising operating funds, but at the same time, contributions of services and materials make it possible to serve more children with less money. Civic groups, private firms, and clubs of all sorts have found the Attention Homes to be attractive public service projects. Some contribute labor and skills, such as painting and remodeling; others bring furniture and recreation equipment, etc. Merchants have contributed foodstuffs regularly, and one women's club had as its project the preparation of a weekly meal for the Attention Home children. Community volunteers also serve as relief houseparents; recreation leaders; teaching sewing, cosmetology, auto mechanics, etc.; as fundraisers; and as mentioned above, on the board of directors.

Out-of-pocket costs can be lessened somewhat by asking the child's natural parents to pay up to half the daily expense of keeping their child, on a scale consonant with their ability to pay. About one-fifth of Attention Home revenue derives from this source. Also, the children themselves sometimes contribute from their own earnings, and in the case of welfare families, the parents' half is normally paid by the county. There are children, however, for whom such support cannot be obtained and costs for them are met entirely by community, via Attention, Inc. During the first year of Attention Home No. 1's operation, the average cost per child-day was only $5.67, and an even lower figure is indicated in second year statistics. Among other things, this is less *expensive* than jail, and it costs the taxpayer essentially nothing.

A budget breakdown of Attention Home No. 1's first year of operation will be found in appendix 3 of preceding paper.

Intake, Programs, Supervision

Intake is handled entirely by the juvenile court, even though about half the youngsters are not formally adjudicated delinquents. Rather, they are youth-in-trouble, headed for even more serious trouble if their situation is allowed to deteriorate. General background information and program plans are communicated to the board of directors and discussed with them.

By Colorado Statute, the juvenile court can acquire jurisdiction over youngsters from age 10 through 17. Within this range, most of the Attention Home placements have been in the difficult 15- to 17-year-old span.

As each child comes into the home, he or she is tested and a working summary is developed, concerning family, social, and academic background. The tests, part of a volunteer-manned testing program developed by the court, give an indication of intelligence, abilities, interests, and problem areas. On this basis the houseparents are given a preview of likely problems and possibilities, and a highly individualized program can be planned for each child. Most children are encouraged if not required to attend school; others work and some do both. Some are relatively on their own most of the day and some, at first, are not allowed to leave the building without adult supervision. While supervision is firm enough to suit the intended "attention" purposes, it never reaches the strictness of a lockup. When intake screening misfires enough to admit a child who proves to require lockup, this child will be sent or returned to juvenile jail. The children know this, and it helps them see the point of obeying necessary rules at the home.

Appendix 1 of preceding paper lists basic rules for Attention Home children. The boys and girls are given privileges—phone calls, shopping trips, an occasional movie—but not without earning them. Dating is not normally allowed. Girls are expected to help with washing, ironing, cooking, and dishes, and all the teenage tenants are required to keep their quarters and recreation areas clean. Thus, in effect, the child lives in a semiclosed setting which provides whatever external controls are necessary at the time but permits a maximum of continuing participation in the life of the community. As the youngster demonstrates more responsibility, greater freedom is allowed.

A juvenile officer is assigned as overall supervisor in each case, in the usual manner of court probation programs. Houseparents keep in close touch with the juvenile court in their day-to-day supervision of the juvenile. The houseparents develop valuable insights into the children's problems in their daily living with them, and can therefore be of great help to the children, the court, and in some cases, welfare workers.

Parents are also involved in the Attention Home process, not only as an attempt to negotiate problems and conflicts between them and their children, but also to give them continued responsibility for short- and long-term planning involving their children. Indeed, unless a child is under official jurisdiction of the juvenile court (which may be days after arrest), it is necessary for parents to give formal approval for any placement. Appendix 6 of the preceding paper is a copy of this and other release forms normally used in the homes' intake process. Also, as previously noted, parents of adequate means are asked to provide monetary support for the needs of their children, based on a sliding scale of ability to pay. Finally, when the child-parent situation is not so deteriorated as to threaten the overall rehabilitation plan, children are allowed to visit their parents regularly, and parents their children.

As for programing, the children themselves provide what may be the most important part of it, as they participate directly in the duties and satisfactions of group home life.

Secondly, the volunteer orientation of the home by no means excludes referral for professional services as required. In fact, many professional services have been volunteered to the home. Medical doctors, dentists, social workers, vocational counselors, psychologists, and so forth, have all contributed their services without charge or at reduced fees. Whether such services are paid for or not, the home represents an excellent setting for professional treatment—controlled but reasonably relaxed.

But, as always, the unique feature of the Attention Homes is the use of local volunteers to provide a range and intensity of service no court ordinarily could buy. Since Boulder Juvenile Court already had well-established probation volunteer programs prior to Attention Home, there was no problem shifting many of these court volunteer activities over to include children living in the homes, even though many of these children were not formally on probation. Many other local citizens have volunteered directly to the homes, to provide services especially for them. Well over 100 people have contributed substantial services in the 1½ years of the homes' existence.

The volunteered services of the board of directors have already been described, in regard to overall program planning. The list of volunteer program services rendered includes: Relieving houseparents; chauffeuring; assistance in homemaking duties; teaching special classes in sewing, cooking, cosmetology, auto mechanics, etc.; tutoring; one-to-one "big brother" friendship; leading group guidance sessions; helping children with grooming and hygiene; vocational counseling; diagnostic testing; medical, dental, social work, and psychological services.

Finally, as already noted, the houseparents themselves discharge formidable responsibilities for what amounts to a token fee, and are therefore at least semivolunteers or "overtime volunteers."

Whether they realize it or not, our Attention Home children do indeed receive extraordinary attention. The average child of this sort is lucky if he can share the time of a probation officer with 99 other children. Our youngsters may easily have as many as three or four people working just with them, in any given week!

Use of the Home and Impact

The first home was designed for a maximum of eight boys and girls, and it was predicted that the average number at any one time would be approximately three. As it turned out, the home was frequently filled to capacity, for a total of 1,500 child days during the first year.

The average length of stay was planned in terms of approximately 3 weeks. It was felt in that length of time an adequate program could be worked out so the child could either return to his own home or be placed more permanently. In most cases, this estimate was correct. Although some youngsters stayed only a few days, and others as long as several months, the average stay was 23 days.

As for impact of the programs, there are some good questions needing to be asked, particularly questions of the type: How do you know it wouldn't have been just as beneficial to the community, the court, and the children, *without* an Attention Home? There are no scientific answers to this question now, and there may never be. Certainly, we have no "control group" of children who needed group foster care but were refused admittance because we needed an "experimental" comparison group. Moreover, the home is too recent to permit valid followup studies of its alumni, though we plan to do this in the future.

Obviously, we think the homes worthwhile, or we wouldn't continue the effort necessary to keep them in being. This satisfaction is mainly based on an *assumption.* We believe this assumption is well-warranted; indeed, it seems virtually self-evident to us. It is that certain youngsters whom you have no other place to put, nevertheless do *not* belong in jail. It is not good for them, and it is not good for the community which will have to suffer the future dislocation or depredations of the unrehabilitated. We are thinking particularly of the child whose only crime is to flee an intolerable home situation, an increasingly frequent and disturbing phenomenon among juveniles.

For such youngsters, Attention Home saved 500 child-days in the local jail last year. Not one of the children had to be sent to a State penal institution or industrial school. And it is still safe to walk the streets of Boulder.

The "Placement Information By Individual Children" in appendix 5 of the preceding paper makes interesting reading in this regard. One category recorded for each child is: "Alternate Placement, if Attention Home Were Not Available." In 42 out of 65 cases, the alternate placement was recorded either as "juvenile quarters" or "no alternative." The latter phrase is particularly eloquent for what it says of a court's frustration and agonized helplessness, without adequate group foster care facilities.

In another area of impact, community involvement is an indirect but real dividend of volunteer-supported programs such as Attention Home, even if it is hard to measure exactly. The hundred or more volunteers who have served Attention Home in one way or another, have become knowledgeable ambassadors to the community, helping to create climates of acceptance and support for realistically productive and preventative youth programs.

Not incidentally, professional service agencies are an important part of the court's public, and the impact on them of Attention Homes might be expected to be negative. For example, mental health and welfare agencies in the community may feel that providing such services as housing and treatment falls into their jurisdiction; that untrained or subprofessional people have no business working with problem children. There have been instances of volunteer-supported courts meeting strong resistance on these grounds, and at least one program we know of has foundered for this very reason.

Thus, a court contemplating foster homes should lay the groundwork carefully and tactfully. In Boulder, full cooperation with other agencies is considered a *must,* because the purpose is not to supplant, but to supplement existing services, and working together is in the best interests of all concerned. Attention Homes and individual court foster homes can relieve the burden of overcrowding generally faced by welfare. Indeed, some of the "temporary" court foster homes could become "permanent" homes, at the disposal of both court and welfare. Also, the child welfare department can serve as a valuable source of long-range professional caseworker services, as well as a source of financial assistance for those families unable to meet the added burdens of foster home placement.

This is not to say a juvenile court has no authority on its own to get into the foster home business. The law in Colorado—and our understanding is that other States have similar laws—provides that: "A child who must be taken away from his home, but does not require physical restriction, shall be given temporary care in a shelter facility designated by the court or the county department of public welfare * * * ." Another relevant portion of the law is: "The court may place the child in the legal custody of a relative or other suitable person under such conditions as the court may impose * * * ."

While it is legally possible for the court to "go it alone" on foster homes, it is far better if a spirit of interagency cooperation prevails. This can be done, and has been done in Boulder. Dr. Leonard J. Pinto of the Boulder County Juvenile Delinquency Project recently interviewed 43 professionals in Boulder social service and social control agencies, including welfare workers, in a study to be reported on more fully soon (see further readings). Far from being threatened by the juvenile courts' volunteer-supported programs, they were overwhelmingly approving and supportive of them. They were asked this key question: "Some towns and cities use community volunteers to work with juvenile delinquents. Are you in favor of this idea or not?" Of 43 interviewees, 39 said "Yes, in favor," three were essentially undecided; and only one indicated "No, not in favor." Among the interview comments specifically on Attention Home, the observations of agency professionals were markedly on the favorable side.

INDIVIDUAL COURT FOSTER HOMES

Introduction: Comparing the Two Types of Foster Home

An individual court foster residence involves a local couple volunteering to take into their own home a juvenile probationer or other youth-in-trouble. This may be done either temporarily or more permanently; often it is on very short notice.

Like Attention Homes, individual foster homes are an alternative to jail for youngsters whose home situation is intolerable. Typically, these teenagers have walked out on a family blowup. They need another environment, at least for a few days, while all concerned can cool off and reassess the situation. Intake and placement is handled by the court, just as in the case of group foster homes.

Unlike Attention Homes, there is usually only one child to a home, and it is the private residence of the volunteer. Thus, the youngster comes into a home which was *not* previously designed for foster care of difficult children, as Attention Home is. Moreover, the volunteers—usually a couple but sometimes a single person—have virtually sole responsibility for the youngster. They can and should consult frequently with the court, and refer to it for backing on discipline problems. But they have no semi-paid houseparents to assist them, no board of directors, no broad-based community support in the task they have undertaken.

These are real difficulties. There is also one real advantage. An individual foster home or two does not involve a fraction of the investment in time, money, and effort that an Attention Home does. By developing individual facilities, the court can build its foster care facilities slowly and steadily. It need not take the big plunge into group foster homes before it is ready to do so. In fact, Boulder plugged along for several years with just a few individual court foster homes, before it mounted its larger group home effort in 1966.

Individual and group foster homes are in many senses alternative ways of accomplishing the same thing. Coexisting, they are even better, as is the present case in Boulder. For one thing, the total number of placement slots is increased. At present, Boulder Juvenile Court has approximately 20 such placements available at any one time. Some 12 or 13 are in the volunteer-supported group homes, seven or eight in volunteered individual foster homes. Additionally, we use normal professional welfare homes as available. In sum, approximately 25 slots are available to the court at any one time, for a total caseload averaging between 100 and 125. Since their inception, the combined group and individual foster home programs have yielded over 5,000 child-days in residence, on a volunteer basis—about equally divided between the two programs.

A second advantage of having both individual and group foster placements, is flexibility. Some youngsters may need an individual home more than a group home, or vice versa. Indeed, youngsters who fail to adapt to one type of home, have been switched to the other. Finally, neither group home is as yet designed for long-term placement of boys, and individual homes must take up this slack. Indeed, on several occasions, Attention Home boys have been moved on to individual volunteered foster homes.

Intake and Programs

This is virtually identical to Attention Homes (see preceding section). The court handles intake. All professional and volunteer service programs of the court are available to the youngster, as is the case for Attention Home tenants. In this case, the volunteer couple rather than the Attention Home houseparents, will coordinate programs, under the supervision of probation staff. And, of course, the main "program" here is the one volunteer parents provide directly—a new chance for a secure and constructive home life.

Essentially the same type of child is a candidate for the home: A runaway from an unsatisfactory home situation, with jail the only alternative or "no alternative." However, there is a tendency for individual foster home placement to be an end-of-the-line effort, when all other programs have failed, and the youngster is just a step away from a State institution. That is, these frequently tend to be hard-core cases, too tough for regular foster homes, and no one else wants them.

The foster child, in addition to observing whatever normal probation terms may be imposed by juvenile authorities, must obey and abide by the "house rules" of a foster home. Generally, these are the rules found in the average household, but a little on the stricter side as Attention Home rules are, in consideration of the child's special behavior problems. There is much individuality, however, and supervision is eased as the youngster demonstrates responsibility on his own.

With the advent of Attention Homes, temporary foster care has been handled more frequently by that facility. Individual volunteer parents still provide some temporary care, particularly when both Attention Homes are full, but their services are increasingly accented toward longer term custodianship. During the last complete year of which we have records, 1967, the average length of stay in individual foster homes was almost 100 days, as compared to 23 days for Attention Home. In several cases, individual foster home placements have lasted a year or more.

Thus, individual foster home placements tend to be more challenging on three counts—as last resorts for the more serious problems, as longer term responsibilities requiring perseverance, and because the foster parents are to a large extent on their own.

Volunteer foster parents take custody of a child legally as well as physically. In fact, the natural parents, although they retain residual parental rights, have no rights whatsoever to interfere with the foster home, or even to visit their children, without permission of the couple and the court.

The Volunteer Foster Parent and His Job

Court foster parents are volunteers in the same spirit as all court volunteers, opening their doors and their hearts to dejected, rejected juveniles. Since 1963, Boulder County Juvenile Court has benefited from the services of 39 volunteer foster parents, 18 married couples and three single people. Some 27 children have been served by the program for a total of almost 3,000 child-days. At any one time, an average of about five couples have actually had a court child living with them. Ideally, there will also be several sets of parents on the available list, ready for duty, since the need for placements frequently arises on a crash basis. The child may be brought in, sullen or in tears, at 4 p.m. He can't be returned home; he needs a place to live that very night.

Appendix 1 summarizes individual foster home placements in the Boulder program.

If the preceding discussion hasn't already made it crystal clear, it must be repeated here: *This is a tremendously demanding job*. The following excerpt from a job description merely indicates the kinds of responsibilities involved: "Foster parents are responsible for the health and welfare of the child, providing counsel, support, and discipline, just as good natural parents should. They must keep in contact with regular court staff, other volunteers who may be working with the child, teachers, natural parents, employers, etc.; i.e., with all aspects of the child's life. In a word, they are to be parents, and parents of what is likely to be an unusually difficult and troubled child (sometimes two), in a complex situation. This is a 24-hour-a-day job."

Clearly, not just anyone can handle this job. The usual qualifications of the good volunteer are needed in eminent degree, as discussed in chapter 4 of "Using Volunteers in Court Settings" (see section on Further Readings). The volunteer must be unusually mature and concerned, sensitive and sympathetic to the problems of youth, but firm enough to maintain necessary discipline, and of good character. The home must be secure, stable enough to withstand the inevitable dislocations attendant upon absorbing a difficult child into its life. The entire foster family constellation should be looked into before a placement is made. For example, natural siblings of the same age and opposite sex to the foster child, may make the situation more difficult, though not necessarily impossible. Again, an infant or young child in the natural family is usually all to the good; it gives the juvenile someone to love and care for, and they usually do so very well.

If at all possible, the volunteers should have proven experience successfully raising their own children, or in youth service work either as volunteers or as paid workers. Somewhat inconsistent with this is the desirability of youth—in the twenties or thirties—or resiliency, at whatever age. Above all, the volunteer must be committed and dedicated. In this regard, the greatest eloquence on the part of the court and the greatest perceptiveness on the part of the volunteer hardly ever suffice to get across beforehand just how demanding the job is. Do your very best here.

Along that line, it is strongly recommended that the applicant have some on-the-job court experience prior to becoming a long-term foster parent. This can be in tutoring, as a one-to-one volunteer probation counselor, etc. It is even better if the volunteer has experience as a temporary foster parent before taking on a more permanent placement.

Orientation and Support of the Program

It cannot be emphasized too often: Court foster parents should be forewarned of what they might be getting into if they accept a long-term placement. It can be a hard, thankless, and sometimes hopeless job.

Once it is decided a placement will be made, or the volunteer will be put on the available waiting list, orientation should be very thorough. General orientation—the things every volunteer should know, regardless of his job—is detailed in chapter 5 of "Using Volunteers in Court Settings," a recommended further reading in this area. General orientation includes: (1) Definitions of basic terms relating to the court and probation; (2) philosophy, objectives, and policies of the court, with perhaps a little history of its volunteer and other probation programs; (3) the court's place in the local government and judicial structure; (4) outline of the court's administrative setup and staff functions; who does what, and where to find them for particular types of problems; (5) a directory of services in the community and court for probationers, and how to go about using them; (6) case material on what probationers are like, and realistic expectations of what can be accomplished with them; common problems and how to solve them; guidelines for working with probationers; (7) court expectations of volunteers as regards role and caliber of performance; e.g., frequency of contact, reporting, confidentiality,[1] etc.

Boulder provides every volunteer with an orientation booklet covering this material. It is further reinforced at all-volunteer orientation institutes, and in personal contacts with supervisory probation staff.

Once general background is covered, the volunteer parent needs further orientation tailored especially to the foster parent task. As parent-child relationships are established, each case will have its special set of rules and regulations, of course. But each new foster couple in Boulder is given a list of standard guidelines to start with, of the "what to do when * * *" type, dealing with common problems encountered.

In addition to these guidelines, each couple is given complete background information on their foster child, as well as information on the juvenile's status with the court and what supervisory controls have been ordered. For instance, what time should he or she be in each night? How does the child feel about his parents and what kind of contact should be allowed? Is the juvenile under a doctor's care and, if so, what doctor? It is very important for the volunteer parent to have such detailed information, from the very first. Decisions which are routine when one has the information, can become extremely awkward without it.

Appendixes 3 and 4 are the background information forms filled out by probation staff and given to foster parents *before* the child is placed with the volunteer family. These forms will repay study by the reader, for they illustrate well all the detail with which the volunteer must be equipped to do his job properly. They also reemphasize the magnitude and complexity of the task.

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[1] In almost every other kind of court volunteer job, there are strong strictures on maintaining confidentiality of infomation on the juvenile, including the very fact that he is a delinquent. This is all but impossible in the case of volunteer foster parents. Neighbors and friends are bound to suspect there is something special about the new youngster who suddenly moves in with the family. By far the best course is to tell them frankly this is a youngster who's having problems at home (you don't have to say he's a delinquent) and ask for their help and understanding. What often happens then, is that the volunteer's friends pitch in with help and support for the youngster. Instead of ambiguity and suspicion, you end up with more volunteers!

Beyond orientation, the court also supports the program by handling diagnosis and intake; consulting on discipline problems and backing the volunteer on them; and in offering a range of volunteered and other court services as needed. The court also assists with financial arrangements as necessary. This may involve negotiating a special license for welfare support, or arranging for the natural parents to contribute according to their means. Occasionally, the court will contribute directly from its own special funds, for special items like clothes or school supplies, but an individual foster home rarely costs the court more than $20 to $25 a year. The volunteer parents themselves—incredible as it may seem—frequently absorb much of the expense themselves in addition to their extraordinary services rendered.

Rarely is volunteer parent morale a problem. These are *dedicated* people. They get involved, "hooked" on their child (they do not call him "foster" child). This happens to an extent which has to be seen to be believed. Some volunteer parents have kept in touch with their youngster for months or years after the placement, through thick and plenty of thin. Often the problem is *too much* motivation. When court punitive action has to be taken on a child, it seems to hurt our volunteer parents deeply, often more than it hurts the natural parents. Insofar as possible, foster parents must be prepared to accept this.

Speculations on the Value of the Program

Just as with our group foster homes, no scientific proof is possible. We have no "control group" of youngsters who needed homes badly and didn't get them. Children most in need were placed in homes as these homes became available. Nor has the program been in existence long enough to have produced sufficient juvenile alumni for decisive followup study. One practical advantage of individual over group homes is clear, however. As already mentioned, they require individually, less time, effort, and money to develop and supervise.

As with Attention Homes, a basic assumption underlies our confidence in the program. This assumption is that, however badly the youngster may fare in an individual foster home, he would have done worse in jail or if returned home. And some of the youngsters *have* done badly. Three of the 27 children placed in individual foster homes over the past 5 years, eventually ended up in State juvenile institutions; two others ran away and one of them hasn't been found yet. This is a far higher probation failure rate than Boulder Juvenile Court's average. For example, in 1967, the last full calendar year, 154 youngsters were placed on probation in Boulder Juvenile Court. Only one of these youngsters was sent to a State institution during the year. (However, nine others, not included in this 154, were either sent to a State institution immediately, without being granted probation, due to the seriousness of their offense, or had probation from a *previous* year revoked.)

However, in evaluating the relatively high "failure rate" of individual foster homes, relative to other programs, it has to be remembered that these homes have frequently been end-of-the-line placements, last-ditch efforts with our hardest core juveniles. In many cases, they would ordinarily have been sent to institutions at the time of placement, it strong foster homes had not been available. The wonder is that *all* these youngsters didn't end up in institutions, and for those who did, there is still the satisfaction of having tried, to the utmost of local resources.

These are mainly long-term placement problems. We are far more confident of temporary placement in achieving its more limited objective: a holding operation while things cool off and the court catches its breath so it can develop longer range plans. We think almost any court can approach a *temporary* foster care program with reasonable confidence of such success. Sometimes, however, it is hard to separate the two kinds of programs. After a few days, the youngster often wants to stay longer with the volunteer parents, and they want to keep him.

There are some special problems of long-term individual foster care by volunteers, and the court considering such a program should be well aware of these. We can only indicate some of them here.

1. *Dislocations and Wear on the Volunteer Foster Parents' Family.*—Probationers, especially girl probationers, are expert manipulators. In any case, placing a child with a strange family, particularly a problem child, can mean difficult adjustments for all concerned and requires patience and determination. It is a wearing thing, month after month.

2. *Dislocations in the Neighborhood.*—The volunteer parents' neighbors are almost always understanding when they begin to suspect—as they are almost certain to—that the new child in the family is a child in trouble or a delinquent. Occasionally, however, there can be rather nasty incidents triggered by neighbors who are all for doing something constructive about juvenile delinquency until it lands in their neighborhood. Children of such people can also constitute a harassment.

3. *Communication Difficulties With the Court.*—The volunteer foster parent has to reconcile his tremendous responsibility and involvement with the fact that the court has ultimate supervisory control and power of decision for the youngster.

4. *Overaspiration and Overinvolvement on the Part of the Volunteer.*—Such involvement has been an essential ingredient which does vast credit to our volunteers. Yet, it makes setbacks for their charge exceedingly painful to bear.

5. What do you do with a *successful* case, when his probation is completed or when his time is otherwise up at his foster home? If the case is successful, he's learned new and probably middle-class standards. How then can you send him back to a home and neighborhood which may be just as inadequate as ever, and in which he is therefore now an alien, on top of all his other problems? Hopefully, in such a case, the placement of an older child can be continued until he is able to go out on his own, join

the military, etc. Some foster parents have talked about legally adopting a child in such a situation, with the cooperation of the court. But generally, the whole problem is one which cannot be considered solved in longer term volunteer foster home placements.

SOME CLOSING COMMENTS

We trust this manual has not minimized the real problems involved in a court's development of volunteer-supported foster facilities for children. Such volunteer programs are an *investment* of effort, not a gift which drops in the lap of a lucky court.

On the other hand, we believe the dividends are well worth the investment. For communities without adequate detention facilities, the development of Attention Homes and temporary foster homes can save countless jail-days for those children for whom lockup would be detrimental. At the same time it saves thousands of dollars for the taxpayers in jail maintenance costs. Moreover, good group and individual foster home programs can provide a favorable physical and emotional atmosphere for children who must await evaluation for permanent placement, children too old or too acting-out to go through other channels, and children who require removal from an area of conflict to a less stressful setting where treatment can be planned. Jails or State institutions are necessary for some children, sometimes. That does not make them appropriate for some other children at any time. However efficiently administered and professionally supervised a State institution may be, it is likely to be overcrowded and unable to deal with individual children on an intensive rehabilitative basis.

FURTHER READINGS

The readings below are intended to provide general background in the probation volunteer area, except for the two Hargadine references, which offer additional coverage of the group foster home development discussed in the present manual.

Asterisked items are reports published by the Office of Juvenile Delinquency and Youth Development, Social and Rehabilitation Service, U.S. Department of Health, Education, and Welfare, Washington, D.C.

Boulder County Juvenile Delinquency Project Staff. *"Volunteer Courts in America."* A Directory available in limited supply from Boulder County Juvenile Court, Hall of Justice, Boulder, Colo. 80302. *1967,* with 1968 supplement.

Hargadine, J. E., Holmes, H. B., and Scheier, I. H. *"Attention Versus Detention."* Expected publication in the summer or autumn, *1968,* issue of the Juvenile Court Judges Journal.

Holmes, H. B., Hargadine, J. E., and Scheier, I. H. *"The Volunteer Returns to the Court."* Winter, *1968* issue of the Juvenile Court Judges Journal. Reprints available from Boulder County Juvenile Court, Hall of Justice, Boulder, Colo. 80302.

Pinto, L. J., et al. *"Evaluation of Recruitment and Effective Use of Volunteers in Local Juvenile Delinquency Programs."* (Provisional Title.) Technical Report on Grant No. 67011, Office of Juvenile Delinquency and Youth Development. Expected publication in summer or autumn, *1968.** (NOTE.—This is likely to consist of a series of reports rather than one report only.)

Scheier, I. H., Davies, Ursula, Jorrie, Marilyn, and Matson, R. "*National Register of Volunteer Jobs in Court Settings—1967.*" 73 pp.*

Scheier, I. H., Goter, L. P., et al. "*Using Volunteers in Court Settings: A Manual for Volunteer Probation Programs.*" *1969*. 227 pp.*

Scheier, I. H., Osterberg, Mary, Martin, Marlees, and Taylor, G. P. "*Probationer Diagnosis without Money. The Use of Professional and Non-professional Volunteers in a Court Testing Program.*" September 1968, 53 pp. Available from the Boulder County Juvenile Court.

APPENDIXES

APPENDIX 1.—SUMMARY OF STATISTICS ON INDIVIDUAL VOLUNTEER FOSTER HOMES IN THE BOULDER JUVENILE COURT, 1963–68

Number of Foster Parents Since Inception of Program.—39 (18 couples, 3 singles).
Number of Children Placed in Homes Since Inception of Program.—27.
Average Length of Stay in the Homes.—3 months.
Shortest Length of Stay in the Homes.—2 to 3 days.
Longest Length of Stay in the Homes.—Over a year.
Total Number of Child-Days in Individual Volunteer Foster Homes, 1963–68.—2,500 to 3,000 child-days.
Number of Volunteer Parents Who Served During the Last Full Calendar Year, 1967.—20, 10 couples.
Number of Children Served During 1967.—11.
Total Number of Child-Days During 1967.—1,038 child-days.

APPENDIX 2.—GUIDELINES FOR FOSTER PARENTS (INDIVIDUAL HOMES)

Prepared by Mori Mitsui, Volunteer Chairman, Foster Parents Program

Welcome to the Boulder County Juvenile Court, Volunteer Programs. The following paragraphs were prepared to assist you in your work as foster parents, particularly during the early stages of your relationship with the foster child. The checklist at the end will further spell out some of the specific information and suggestions concerning the particular child you are taking into your home. This is not a set of instructions, but merely some suggestions based on the experiences of other foster parents. If in doubt, or if you disagree with any of the points, please feel free to discuss the matter with the staff officer in charge of your foster child, and find a satisfactory solution. As your relationship with the child becomes more firmly established, you will undoubtedly find your own set of guidelines. The court appreciates your services and will do anything to assist you in accomplishing our common goal: The rehabilitation of the juvenile.

1. Please look through the "yellow book." Your particular attention is called to the "Some Things To Think About" and Directory of Resources for Volunteer Staff." The following are some modifications of above items and additional suggestions more specifically for foster parents:

(*a*) The foster parents are *not* required to submit formal periodical written reports.

(*b*) The foster parents may divulge information concerning the foster child at their discretion. (If in doubt, consult the staff officer.) The truth is often the best weapon to combat undesirable rumors. A mature friend of yours who is aware of the child's problems may even be able to assist you in working with the child. Please use this special privilege carefully and constructively.

(*c*) If your foster child is enrolled in a school, the principal will have received a basic information about the child directly from the court. It is advisable to keep as close a contact as possible with the school authorities and work out any problems together.

(*d*) If your foster child is enrolled in the court's tutoring program, sometimes it is necessary for you to take initiative in coordinating his or her work, your efforts, and the school program. Please ask the tutor to keep you informed and offer your assistance.

(*e*) It is important that you are aware of the child's activities as much as possible. You are in the best position to observe the overall progress of the child, and you may be called upon to state your opinions to the court. Besides, you will need all the information you can get in order to deal with the child effectively. For instance, even though you may not always wish to confront him (her) with discrepancies in facts as he (she) told you, and as you know it from other sources, the more you know, the better off you are when such confrontation does become necessary.

(*f*) If your foster child is receiving a financial aid from the County Department of Welfare, technically he (she) is placed in your home by that Agency, and is under their supervision. Therefore, their requirements must be coordinated with those of the court. Please discuss this matter with the staff officer in detail in order to insure a smooth working relationship between the two offices.

2. There is an approximately monthly, informal meeting of the court-appointed foster parents. The purpose of this meeting is to mutually exchange information, and to coordinate the foster parents program with the rest of the court activities. For more information, please contact Mori Mitsui, 442–2458 (residence), or 442–1613 (office)—if he has not yet contacted you. He is a representative of the foster parents program on the Court Volunteer Coordinating Council and also the chairman of the foster parents meeting.

APPENDIX 3.—Foster Parents Information Sheet

Boulder County District Court

Name: ________________ Eyes: ________ Hair: ________
Ht.: ________ Wt.: ________ Race: ________ Age: ________
DOB ________________ Identifying marks: ________________
Sex: ________ Phone: ________
Father's name and address: ________________
Mother's name and address: ________________
Child's address: ________________
Date of entry: ________________
Reason for attention home placement: ________________

Referring person or agency: ________________

Date of departure: ________________
Final disposition: ________________

Child has been living with: ________________
At: ________________
Relationship of this person(s) to the child: ________________
Occupation of parents: ________________
Parents are:
______ Married ______ Divorced ______ Father deceased ______ Mother deceased.
Religious preference of the child: ________________
School last attended: ________________
(Name) (City) (State)
Grade: ________ Date last attended: ________________
(Month) (Year)
School performance:
Attendance: ________ Good: ________ Fair: ________ Poor
Academic record: ________ Good: ________ Mostly passing:
________ Mostly failing.
Worst subject: ________ Best subject: ________
Siblings:

	Name	Age	Married	City	State
1.					
2.					
3.					
4.					
5.					
6.					
7.					
8.					
9.					
10.					

Family physician: ________________
(Name) (Address) (Phone number)
Dentist: ________________
(Name) (Address) (Phone number)
Names of friends considered to have bad influence:
________________ ________________
________________ ________________

Volunteers working with child: ____________________ ____________________
____________________ ____________________

Juvenile officer in charge: ____________________
Classification of case:
________ New ________ Reopened this year ________ Reopened from prior year
Reason for request: ____________________
____
____

Status of child (circle):
Born out of wedlock—
1. to unmarried woman.
2. married woman.

Born in wedlock—
3. Both parents living together.
4. both living-divorced.
5. both living-separated or divorced.
6. father dead.
7. mother dead.
8. both parents dead.
9. other.

Custody: ____________________

(Type)

APPENDIX 4.—SUGGESTION AND INFORMATION CHECKLIST

Boulder County Juvenile Court Foster Parents

This list has been checked and filled in by a juvenile officer and, is meant to be a quick reference sheet during the early stage of your contact with the foster child.

Note to staff officer filling out this list.—Please feel free to make any modification, addition, notation, etc. as you see fit. Also, issue a copy to the natural parents if you feel it is desirable.

1. Probation rules:
   ______ Not yet determined, ______Standard, ______Modified.
2. Curfew (if probation rules have not been set):
   Weekdays: ______ p.m.; weekends: ______ p.m. (Friday and Saturday).
3. Visitation by parents:
   ______ Encouraged, ______ Allowed, ______ Discouraged, ______ Not Allowed.
4. Visitation to parents' home:
   ______ Encouraged, ______ Allowed, ______ Discouraged, ______ Not Allowed.
5. Visitation by other relatives:
   ______ Encouraged, ______ Allowed, ______ Discouraged, ______ Not Allowed.

Exceptions: ______

6. Telephone contact from parents:
   ______ Encouraged, ______ Allowed, ______ Discouraged, ______ Not Allowed.
7. Telephone contact to parents:
   ______ Encouraged, ______ Allowed, ______ Discouraged, ______ Not Allowed.
8. Telephone contact to or from other relatives:
   ______ Encouraged, ______ Allowed, ______ Discouraged, ______ Not Allowed.

Exceptions: ______

9. Physician:
   ______ Use your physician, ______ Use family physician listed in resume.
10. Dentist:
    Note.—For extensive work involving a sizable expense, please consult the staff officer before making appointments.
11: Previous medical record will be found at: ______
12. Special restriction on release of information:
    ______ None, ______ As discussed with staff officer.
13. Priority order of emergency contact (indicate by number):

__ Judge Holmes	Home telephone:
__ George Taylor	Home telephone:
__ Charles Cameron	Home telephone:
__ Bob Hamm	Home telephone:
__ Mary Osterberg	Home telephone:

(The District Court telephone for all is 444–1422.)

14. Name of staff officer filling this list: ______

15. Additional remarks: ______

Employment: Monthly income of;

Father: ______ Place of employment
Mother: ______ __ ______
Payment Authorized: ______ ______
Payment not authorized: ______ Reason: ______

COMMUNITY VOLUNTEERS AS DISCUSSION GROUP LEADERS FOR JUVENILE PROBATIONERS

by

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Boulder County Juvenile Delinquency Project

and

LEONA KAY SIDMAN, *Staff Member*
Boulder County Juvenile Delinquency Project
May 1968

INTRODUCTION

The problems of growing up are many, and, in the process of working out the answers to these problems, a youngster's inappropriate solutions often bring him into conflict with the adult world, resulting in adjudication.

It can make the growing up process smoother if adolescents can have a stable adult to talk to and to respect. Often, for the adolescent on probation there has been no adult to confide in, no minister, teacher, parent, psychologist, or psychiatrist, and the probation officer frequently has too heavy a caseload to be able to devote much of his time to individual counseling. Thus, the economics of a volunteer group discussion leader, a stable adult who will "listen and guide," becomes readily apparent. The volunteer leader can provide an adult model for several adolescents with a minimum of time involvement and with little or no monetary burden on the court.

The discussion groups organized in the Boulder County Juvenile Court, Judge Horace B. Holmes, presiding, are not viewed as therapy groups for mentally ill youngsters, but are viewed as supervised group discussions for adolescents with problems in living.[1] These youngsters need adults with whom they can exchange ideas and sound out the solutions they evolve about adolescent problems. The hope here is that verbalizing these solutions for others' opinions can help to clarify appropriate and inappropriate courses of action.

Recent research trends and opinions generally point out that group counseling, whether conducted by laymen or professionals, is a very effective approach to helping people with their problems (see Bibliography), and that the resources of a community—via selected volunteers—are much more extensive than ever anticipated (see Ch. 1, Scheier, et al., "Using Volunteers in Court Settings: A Manual for Volunteer Probation Programs"). Some of the rationale behind the use of groups and volunteer discussion group leaders is further enumerated below:

(1) No one has all the solutions to adolescents' problems in living; therefore, the burden remains on the individual youngster to search into himself for answers to his problems. But this is a difficult task to accomplish alone. With a good guide or friend to help, most persons including adolescents can go far towards resolving day-to-day problems by probing into the whys and wherefores of their own behavior as well as the behavior of significant others.

(2) Just learning to verbalize issues gives one skills that can be generalized to other situations, e.g., getting jobs, school problems, and so on.

(3) Several opinions on problems discussed provide a coverage of issues not usually found in one-to-one counseling relationships; also, group togetherness and social pressure on one's behavior (both positive and negative) play an important role in groups as they do in the society at large.

(4) The chances of missing some of the various subtleties of human behavior and emotions are lessened in a group situation by virtue of the fact that several people are listening and responding to every statement.

(5) Adolescents gathered in a discussion group that is led by an accepted adult, are encouraged to explore the ways they are behaving in the group and to develop alternative ways of handling interactions with others in the group and outside of it.

(6) Learning how to talk about emotions, such as anger, rather than acting out these emotions, is a skill that can be derived from these groups and applied to everyday living.

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[1] Although we have chosen to use the term discussion group throughout this manual (in part, because the concept is relatively free of traditional and/or theoretical biases) other terms such as guided group interaction, group therapy, group guidance, sensitivity group and so on could easily be substituted in many places.

(7) Learning how to respond to and help others through exchanging advice and ideas can be very helpful in teaching the probationer skills about getting along with people.

In sum, the volunteer-led discussion group can be an effective and worthwhile program for any agency concerned with juvenile delinquency to undertake. Such a group can be a good place to work out the problems that lead to an adolescent getting into serious trouble because such problems involve disturbances in the relations between people and, thus, any alleviation of these problems necessitates improvement in relationships with other people.

In conclusion, this manual hopes to emphasize the resources in the community for group leaders, reminding courts that all the professional degrees in the world cannot guarantee that volunteers have common sense, personal integrity, and empathy. Moreover, the fact that the group leader is a volunteer and *not* a paid staff member, may, in our experience, help generate in the adolescent the feeling that adults *do* "care."

While not claiming the last word on administering and carrying out discussion group programs, this manual is intended to be a "cookbook" guide as to how a court could effectively use its community resources in the development of a discussion group program for adolescents in trouble.

PROGRAM ORGANIZATION

Choosing the Volunteer Discussion Group Leaders

Where to find them?—At Boulder County Juvenile Court the initial discussion leaders were recruited by the judge and the juvenile officers who found several of their friends to implement the idea. They were people who were concerned with youth, and people who had a "sympathetic ear" for other people's problems. It seems that there are many persons with this talent. Other fruitful sources besides personal friends are church and civic organizations oriented toward helping youth, for example, Big Brothers, teachers groups, college "youth guidance" associations, and groups that give scholarships or other forms of aid to needy youths. In a town where there is a college or university, service organizations are a fruitful source of volunteers as are University psychology, counseling, and sociology departments.

Qualifications.—There is no "perfect leader" because different types of adolescents need different types of "models". In general, however, what to avoid and what to look for are the following: The person must not be a soapbox preacher, must not be overly hostile or overly timid as an individual, and must be able to handle his own temper and emotions so as to be able to remain relatively detached and objective as a leader (but not distant). He must be a good listener as well as articulate when necessary. Sincerity, naturalness, and high personal integrity are essential. The discussion group leader serves as an adult model, maybe the only stable model these adolescents have ever been exposed to at length; therefore, it is very important that the adolescents see him as a *warm* human being who is functioning well in society.

Empathy seems to be a predominant characteristic of a successful leader. By "empathy" we mean a person who finds it fairly easy to understand and appreciate the personal characteristics (feelings, emotions, beliefs, attitudes) of youth as well as the environmental circumstances that the probationers of a particular community are a part of; e.g., poverty, minority groups, transiency, or whatever the general circumstances of the youth or his community. By "appreciating" these circumstances the authors are referring to the ability to know how another feels by either having been through similar circumstances oneself or by simply having the ability to understand what it is like for another person to go through a particular set of circumstances.

Thus, the leader should be a person who finds it fairly easy to react appropriately and comfortably with teenagers. He should be able to understand when the group's members think he is "putting them on" or when the members are "putting him on" and to deal with it *frankly* and *openly*. He should be the kind of person who can be himself. Adolescents can spot someone who is being phony with them very quickly. The group leader should be absolutely trustworthy, a person who will treat the confidences he hears with respect and confidentiality. The volunteer should also be a person who can learn from his experiences from week to week, and this sometimes entails learning from the adolescents.

Previous experiences of dealing with people, especially with this age range (e.g., through camp counseling, professional training in psychology or sociology, etc.), as a positive asset as long as the experience, whatever it was, has not ingrained stereotyped reactions produced by the particular kind of contract and the role the person has had with this age group. For example, some police officers or teachers might find it hard to function as a leader, although there are some persons who could make the transition as they have the ability and desire to "change hats" and interact with the adolescents not as teacher or a police officer, and so on, but as a friend. Having a juvenile probation officer function as a discussion group leader is a possibility although it might present some touchy problems in terms of confidentiality. It is essential that the group members feel that they can talk about anything in the group with impunity. Also, the person who becomes a leader as a *volunteer* becomes important to the adolescents not just as a leader but as a person; consequently, staff members who volunteered for afterhours discussion group work sometimes ran into some difficulty explaining their daytime role to the group. Therefore, we believe that if court staff members want to assume this particular role the potential difficulties in wearing these two different hats should be discussed thoroughly beforehand. For example, how willing would the court staff member be to treat what the group members tell him about other youth not yet on probation, with confidentiality and impunity? Or, how would the court staff member's influence on the probation review process possibly affect the group members' willingness to show their hostility toward the court? How would the court staff member's sensitivity or problems concerning his own role at the court influence his desire to inappropriately *inhibit* or *exhibit* feelings about court rulings or other court staff. The more of these problems that can be worked out ahead of time, the better off the court staff discussion group leader will be. The true test of whether or not the court staff member in question can act as a discussion group leader is whether or not most of the problems involved in his switching roles can be discussed and clarified with the group members themselves in an honest and open fashion. If a juvenile probation officer wishes to become involved with a group, one possibility is to work in a co-leader role with another noncourt staff volunteer.

Finally, a potential leader *must* have the time to attend the meetings for *at least* a 6-month period, and he must be committed to weekly attendance. It is detrimental to the goals of the group if the leader keeps changing. Understanding, stability, and someone whom the adolescents can rely on and trust are primary qualifications for a leader.

Specific Selection Procedures.—Procedures for selecting volunteer discussion group leaders will vary from court to court and will, of course, be closely tied to such factors as the number of volunteers applying for a given job and general recruitment policies. In general, the prospective volunteer should be interviewed by several court staff persons at different times following his registration and filing of an application form containing biographical information and references. The interviewers usually will be a probation officer, one or two persons who are already functioning as discussion leaders, or, perhaps, a court-appointed consultant who specializes in the training and selection of laymen who wish to help other persons. At least some of the interviews with the prospective volunteer discussion group leader should cover the following areas: (1) How the applicant decided to apply for the position; (2) the applicant's understanding of what the role of discussion group leader entails; (3) time commitments involved in leading a discussion group and in participation in staff-volunteer conferences; (4) the applicant's previous experience and qualifications; (5) any special personal experiences, beliefs, or problems of the applicant that could potentially prove embarrassing to the court should be openly discussed and clarified; (6) how the applicant proposes to handle the group, what he or she would do in hypothetical situation X, what sorts of goals he or she would have for the probationers in the group, and so on. While the interview procedures will vary from court to court and interviewer to interviewer, they serve the same vital function—that of weeding out obviously unsuitable people and rechanneling them into less critical volunteer positions.

Before any definite assignment is made, it is advised that the prospective volunteer act in an apprentice role for about three to six sessions in an already established group (see also section on Training). Further evaluation by the training group's leader(s) can occur at this time, although it is strongly suggested that the court staff should have reached some sort of decision before this phase. In sum, if the court staff members who have interviewed the applicant agree that he or she might make a good leader for the probationer discussion groups, the volunteer is told that so far "he seems to have good qualifications." It, then, is suggested to the prospective group leader that he try it for a while under the supervision of an experienced group leader in order to see how he likes it and to pick up some ideas.

From past experience, it seems that a few volunteers could be used more effectively in different roles than those to which they were originally assigned; therefore, it is important to have a policy about suggesting these changes. The juvenile probation officers, the adolescents themselves, and the other group leaders are in the best position to know of a leader who is doing a poor job.

If one should suspect some problems with a certain group leader, a full discussion of the situation should immediately occur between the staff, the consultant, the chief volunteer discussion leader (if there is one) and the group leader in question, if feasible. If the problem(s) cannot be cleared up, the group leader should be quickly and tactfully transferred to another volunteer role. Such a situation stresses how important it is to strive for continually open channels of communication among the various staff and volunteers serving the juvenile court; for, more often than not, problems that appear to involve someone's competence in handling a specific job are a function of some misunderstanding due to lack of communication. Finally, it is reassuring to note that most people who are, in the first place, willing to undertake the role of a discussion group leader for a group of probationers, who survive the stress of interviews with various court staff, and who participate in some minimal training procedures, turn out to be quite effective volunteers.

Training.—Selection and training procedures, although considered separately here are, of course, very much related. The extent of the selection and/or training procedure any prospective volunteer leader goes through will depend upon the amount of previous experience he has had. The selection and training procedures outlined here can, for example, be modified for a volunteer who has already had a good deal of experience working with teenagers in trouble and/or those whose own professional employment is so directed; e.g. high school counselor, psychologist, psychiatrist, social worker, etc.

Although juvenile court budgets rarely leave much room for extra money for consultant staff, one of the best investments a court could make would seem to be the hiring of one or two part-time consultants who would specialize in the selection and training of volunteers. The money spent here would be more than made up for by more effective volunteer workers. The number of mental health and allied professionals qualified to train volunteer lay people to help teenagers in trouble is growing every day. Such a person would be a valuable asset in training new volunteers as leaders of juvenile probationer discussion groups.

After several training seminars, talks, listening to tapes, having gone through some assigned reading material (see bibliography) and so forth provided by the court staff, the volunteer is assigned to an already established group (or several groups if possible) for 3 to 6 consecutive weeks. As an apprentice leader, the new volunteer can observe the techniques of the more experienced leader(s) and learn about the different aspects of group dynamics (see following section on coleaders and apprentice leaders). Working in a group through apprentice sessions, having open and frequent communication with court staff, consultant staff, and other leaders affords a good opportunity for learning. One need not go through medical or graduate school to learn how to be an empathic person. This, of course, makes the selection of persons *the* key factor. Certainly, not everyone has the kinds of talents and interest necessary to this role.

Learning the tactics and techniques suggested later in this manual may also be a valuable training procedure. In general, experience is the best teacher. And, as mentioned above, the amount of training required will of course depend on the level of previous experience.

Coleaders and Apprentice Leaders.—In a small group of six or less youngsters, one may be expecting too much to have two leaders both play talkative roles and not conflict or overwhelm the group unless they have: (1) A great deal of experience working together, or (2) a strong desire to "click" as a team. Too many highly verbal adults in proportion to just a few non-so-verbal adolescents may keep the teenagers from enjoying the group and from having the opportunity to learn by talking about things themselves. In larger groups, however, two coleaders can work very successfully together and help each other keep tabs of everything that is going on in the group. Moreover, one leader can help another make his point. For example, one leader can be blunt or very directive while the other leader can be more nondirective, even though both of them are trying to accomplish the same goals. These roles can even be reversed from issue to issue or session to session. The leaders whose goals are in tune with each other have available many good tactics a single leader does not. The general point to note here is that one must be careful not to have too many adults in a very small group or too much conflict between the adults acting as leaders.

When a person is training to be a leader and visits a group, his first role is to observe and absorb the events as a nonparticipating apprentice. After the first couple of sessions he can be encouraged to take more of an actively participating role in order to get experience, and, in order that the group leader can evaluate the apprentice as a leader-to-be.

It is also very helpful to have discussions between the leader and apprentice leader after each meeting. Both should be encouraged to openly discuss their feelings about how the group went, what they liked and didn't like about what the other said, what the different group members are like, and so forth. Such discussions can be a most valuable learning experience for the apprentice leader.

Relationship of Volunteer Discussion Group Leaders With the Juvenile Court

The Confidentiality Issue.—A very important rule for the group is that the group members as well as group leaders must not repeat anything discussed in the group outside of the group. Confidentiality seems to make the group feel like a unit, and builds a feeling of trust. If this feeling of trust is tampered with, then the group can have difficulty accomplishing its goals. This rule should be stated clearly at the first session along with the fact that the leader is a court *volunteer* who cares and who does *not* get paid for his time.

Parents will have to understand that the group's matters are to be kept only within the group and that they should not pester their children for information. The court should have the same understanding. Parents can be made aware of the fact that it is building trust and responsibility in their child for them to maintain and observe this rule. It is a good idea for the court to send the parents letters noting the above points and explaining the purposes of the group. It is also important to let the adolescents know that the leader will not divulge any specific information to either the parents or the court.

It is possible for the court staff to receive weekly *impressions* of how a group or person is doing either via written or verbal reports, but it should not be expected that *specific* information will be relayed, for reasons discussed earlier. Again, trusting the integrity of the leader is stressed in that redirecting potential trouble becomes his responsibility, and, therefore, much relies on his good judgment.

Required Attendance Issue.—Although it may seem foreign to the concept of discussion or therapy groups to require attendance, teenagers sometimes do not know what is likely to be beneficial for them ahead of time and would not show up unless assignment and attendance were ordered via a letter from the juvenile court judge. Although this type of solution may introduce the danger that the group will be regarded as punishment initially, in our experience, it does not seem to interfere with the long range functioning of the group.

Mandatory attendance is usually necessary for about the first five sessions. By then the group commitment for most youngsters is generally strong enough to have most of the adolescents quite willing to come on their own. However, there are some who seem to need some type of prodding all along. If the 5 weeks approach is tried and later on a teenager keeps missing sessions, it may help if the juvenile probation officer or discussion group leader talks to the youth about why he does not attend. If this doesn't work it is probably wise to drop the youth from the group. In sum, though, there seem to be no big problems created by making mandatory attendance a part of probation.

Contact With Juvenile Court Judge and Juvenile Officers.—All volunteer discussion group leaders should be acquainted with the court officers and the roles of each one, and frequent communication, at least twice a month, is important both for the well-being of the volunteer and the functioning of the staff. Each group leader, individually, or as participants in a meeting, should have a frequent exchange of ideas with the judge and his staff. This serves to keep the court informed of the volunteer's progress and gives the court insights into the goings on of their volunteer program as well as keeping the volunteer aware of what the court staff are doing and thinking. In addition, it gives the volunteer a sense of belonging to the court program. The contact can be initiated by the probation staff with the selection of group members, and the making available of records on each probationer. There also should be communication involving the selection of new group members and current information about the new group members should be exchanged.

Discussion Group Coordinator.—Perhaps one of the initial group leaders or an elected leader could become the discussion group program coordinator, if the program is big enough. His roles might be: (1) A liaison between the court and other volunteer discussion group leaders for minor issues where he might save the court staff time; (2) setting up of frequent (at least once every 2 months) meetings of discussion group leaders and meetings of the leaders with other court staff (these two kinds of meetings can be very valuable); (3) collection of attendance reports and the relaying of them to the court; (4) general overseeing in order to head off difficulties before they get out of hand; e.g., a problem between a leader and a specific youth. It could also be policy that there be frequent contact between the coordinator, the leader, and the probation officer in charge of the youngsters, or at least between the leader and the appropriate juvenile officer.

The group coordinator could also be the person who keeps track of and channels ideas for further development of the group discussion program. As a program develops, the group leaders and the court staff should be encouraged to be innovative with regard to both the types of groups established and the sorts of activities planned for particular groups; e.g., mixing of male and female probationers, parents and kids, adolescents and selected adults in the community, and so on. It might even be possible to organize groups which would be of benefit to adolescent offenders around activities other than talking; e.g., groups which take on community projects or groups organized for the express purpose of developing a primary prevention program for juvenile delinquency by working with younger adolescents, etc. There is no single "right" way of organizing groups and it is often the case that volunteer group leaders can develop new ideas that are both innovative and effective, especially if there is a group coordinator around to facilitate the enactment of such programs. This position could be filled by one of the more experienced volunteers who is deeply committed or, perhaps, by a part-time professional consultant who would work in conjunction with the group leaders to further develop and improve the ongoing group program.

The Juvenile Officer.—Sometimes the juvenile officers have such a very heavy caseload that for relatively minor issues, communication through the volunteer discussion group coordinator can be quite helpful although it is quite important that the juvenile probation officer not feel left out. For major issues, communication with the juvenile probation officer supervising the youth as well as the discussion group coordinator is of course mandatory. The juvenile probation officer can learn about group events and trends through weekly reports, and he should not hesitate to advise the leader or leaders when he spots areas needing improvement or when he knows of a family crisis or a probation review coming up, and so on. Depending on the size of the court and the discussion group program, it might even make sense to delegate primary responsibility for administering the discussion group program to one of the juvenile officers rather than making all of them equally responsible. As the notion of using volunteers in court settings spreads, juvenile court staff will be spending more time in training, supervising, and working with volunteers. Progress towards combating juvenile delinquency would seem to demand a serious reassessment of the function of the juvenile probation officer along these lines.

Discussion Group for Discussion Group Leaders.—Communication between leaders about new policies, exchanging techniques, and ideas, and getting feedback about problems with individual group members by comparing notes is very important. These types of meetings provide much reassurance to the different leaders about the sort of problems that can arise and how others have handled them. If feasible, they can be directed by a part-time professional consultant or juvenile probation officer who is concerned with providing the group leaders with ongoing supervision and training. The meetings can be semiformal, at the court, or informal at someone's home, and they could occur once a month, or at least once every second month. The Judge or other court staff could attend some of these meetings, especially as the program grows, and it becomes harder to know all the volunteers on a one-to-one basis otherwise.

Suggested Composition of Groups

There is at present no set formula for composing an ideal or even a successful group. There are some general guidelines in forming groups which may be of value at the beginning of a program, but the professional and volunteer staff should be encouraged to continually explore the different possible ways in which groups can be organized. For example, it might be useful with a group of younger boys to include a probationer who is 3 or 4 years older and who seems to have profited by his probation experience as a sort of assistant group leader. This example is only one indication of the ways in which varying the organization of a group might increase its effectiveness. The following remarks are, therefore, intended only as rough guidelines.

Age and Sex.—Groups seem to work best if all the members are within a 3-year-age range. However, there seems to be some sex difference here. Girls are generally more verbal; therefore, they can handle more divergency in the ages represented. With boys in the age range 13 to 15 years, the group tends to be more activity oriented, and with boys 16 to 18 years, the group can be more talk oriented. In general, probationer groups at the Boulder Juvenile Court tend to consist of either all boys or all girls, although the author has found that coed groups can be just as, if not more effective. This is especially so if the group members seem to have some common background such as attending the same high school.

Race.—There seems to be no major problem incurred by mixing races within a probationer group, but the group leader should be aware of and have some understanding of the differences in customs, aspirations, and circumstances that occur between group members of different races—as well as between himself and group members. When members of different races do come together in a group they are often initially unable to openly express their feelings toward each other even though some of their suspiciousness and fears are readily apparent to the most naive observer. It should be remembered that the expression of these feelings outside of the group often leads to trouble and consequently, probationers are going to be reluctant to open up until they feel secure in the group setting. The possible benefits for minority group persons being exposed to Caucasians and vice versa are several: (1) The world is this way and people have to adjust to and accept differences; (2) it allows group members to vent their hostilities and prejudices in the presence of a group leader who can help them to evaluate their feelings and impressions; (3) it might point out that people are not so very different underneath and the sight of a minority or majority group person need not elicit automatic stereotyped responses; (4) to the extent that traditional enemies are able to talk out rather than act out their differences, the whole community will benefit.

IQ.—Mixing of IQ range seems to be good for the lower IQ range group members in that they can learn important verbal skills from the other members. The higher IQ group members tend to learn helping skills, in other words they interact with and teach the others. A note of caution—balance is important. If the whole group is exceptional in one direction or another, or is all average, a single divergent person is apt to lose out, or become a scapegoat. One should also watch for language problems here. For example, placing an unusually nonverbal youngster in a group of highly verbal youths might result in the nonverbal youth's withdrawing or coming to resent the group.

Socioeconomic Status.—The different socioeconomic groups seem to have different types of problems. However, this can make for more discussions of a varied nature. The main point to keep in mind about the different factors of group composition is that a relatively balanced mixture of types of group members seems to generally work out best. However, there is one general kind of problem of which the group leader should be aware. If one adolescent is very different in any respect from the others in the group, one should be concerned about this person's ability to handle the rough time he or she may get at the beginning. Thus, if one group member is somehow very different from the other group members, it is important that he or she have the verbal skills to, and be willing to, confront the difference. This sort of caution is especially relevant to socioeconomic and racial differences.

Size.—About seven to nine persons in a group and two coleaders seems to be the most optimal size. This number will of course vary especially in terms of the goals of the leaders; for example, activity-oriented groups will usually have less members, and, groups where there is only one leader should have less members than groups where there are two leaders. In order to have seven to nine show up consistently, it is wise to put about 10 or 11 names on the roster.

Offense.—Mixing types of offenses within a group seems to be beneficial in that one can point out that many different types of offenses are often all just ways of striking out at authority. It is often the case that group members will discuss and compare their offenses. Such discussions can be regarded as the group members' attempts to establish their identity in the group and to place themselves in a "pecking order." There is always the danger, then, that the more serious offenders will become heroes for the less serious offenders, but as long as the consequences of delinquent behavior are pointed out, and as long as impression formation behavior is confronted (by either the group leader or even better by the group members), the situation can be a beneficial one. In fact, mixing less serious offenders with more serious offenders can be helpful in getting started productive discussion about reasons for juvenile delinquency.

New Members.—Introducing new members into an established group is generally a stimulant to the group. It is best to introduce at least two new members rather than just one new one at any one time. In girls' groups, if the girl is somehow very different from the general group makeup, it works best if she is verbal and not emotionally fragile.

When, Where, and Frequency of Meetings.—Generally early evening meetings are viewed positively by probationers who often have an evening curfew, i.e., they welcome a night out. It is best not to meet at the court for many reasons. The meeting rooms of a bank, a library, a church, or a clubhouse, and so on are all satisfactory. A private home is advisable *only* if there is a closed-off room where privacy and quiet are insured. Meetings once a week seem to work out best. It doesn't pressure anyone and gives people time to think. It also allows a weekend—a troublesome time—to pass and then be passed in review. The time most often used is 7:30 to 9:30 in the evening. Although most meetings only last about 1½ hours, fixing the meeting time for 2 hours will give the leader greater flexibility. It takes about 15 minutes for everyone to settle down. A leader should not be manipulated into prolonging an unproductive meeting, or ending a session early if he feels it is productive.

Parents Groups.—Parents groups seem to be most effective for parents of adolescents in the lower age group (10 to 15 years) where there is more chance of effecting a change on the part of the parents as well as the child. The idea is to gather a group of parents for the constructive purpose of helping them to find new ideas and alternative ways of dealing with their youngsters. Much can be gained from parents exchanging ideas with each other in the effort to help one another.

We suggest that a parents discussion group leader be a different leader than the one who talks to the children of these parents, unless one goal is to combine the two groups periodically (i.e., bring parents and adolescents together to talk about problems). Moreover, we also recommend that in such a discussion group there be two discussion group leaders and not less than six parents nor more than 12.

Parents groups require a manual in and of themselves. Some leaders of such groups have found Adlerian family counseling types of techniques quite helpful (see bibliography). However, the point here is not to give information about how to go about setting up and conducting parents groups but merely to indicate that in our experience they can be very useful, and, that in conjunction with looking into starting discussion groups for adolescents, a court could also look into the possibilities of discussion groups for parents of adolescents in trouble. At least one juvenile court we know of is even *requiring* the parents of probationers to take part in a parents group as a condition of their child's probation.

THE ROLE OF THE VOLUNTEER DISCUSSION GROUP LEADER

Introduction

The role of the volunteer discussion group leader in the group varies widely. This section is devoted to indicating some of the different alternatives open to a leader. By and large, the method is eclectic in that it is strongly felt that the discussion group leader should not be bound by any one theory. Some group leaders are more directive than others; some more reassuring and supportive; some more probing, and so on. The important point is that the group leader should try to do the sorts of things with which he is most comfortable. His reactions *must* be honest ones. Adolescents can very quickly spot a leader who is trying to be something he is not. On the other hand, the group leader should be opportunistic as to method. That is to say, he should be flexible enough to try new approaches, tactics, and strategies of helping. He should be willing to at least experiment with different methods that he has reason to think might work.

In general, then, the present section can be viewed as a jumping off point. It is a presentation of some of the different things the group leader can do in a group. It is not an attempt at presenting a systematic theory of discussion groups for juveniles. It is more or less a cookbook presentation. But the exact combination of ingredients depends upon the leader's goals, desires, and skills.

The Group Leader's Function

The Relevance of Goals.—The functions of a group leader will vary in terms of goals and skills of the leader, and the composition of the group. At one extreme, a possible set of goals might involve the extensive restructuring of the wants, needs, attitudes, beliefs, abilities, skills, and so on of each of the group members. At the other extreme, a group leader's goals might only involve keeping the group members off the streets and out of trouble by providing them with something to do.

The choice of goals depend upon the leader's skills, his beliefs and expectations about the sorts of things that will be beneficial to adolescents, and the kinds of individuals making up the group. Certain goals would be accomplished best through a talk oriented group where adolescents could learn to evaluate themselves and learn how to apply the concepts of the behavioral sciences to their own behavior.

Other goals could be best achieved through a talk oriented group where members discuss ways of improving themselves in school, vocational choices, cars, hobbies, sports, and so on. Finally, there is also the possibility of achieving some goals by having a group that is primarily activity oriented; i.e., where the adolescents take part in recreational or community project activities. Indeed, some of this type of focus is recommended for the younger ages.

Essentially, the leader should do what he personally feels most comfortable with but he should not hesitate to try new ideas and to expand his goals when he feels ready.

The Relevance of Skills.—It is most important for the leader to run the group in the way he knows best so that he can relax and act as a kind but firm and honest adult model. For example, it is often necessary to point out the consequences of proposed illegal adventures since just to listen implies consent and this would not be an honest response. For one thing, getting into further trouble can only hurt a person. The point here is that it takes a certain amount of know-how to use this kind of approach without making the group members too defensive or unwilling to honestly discuss their thoughts and feelings.

Adolescents will respect an adult more if he is their friend on his terms not theirs. For example, adolescents need some structure in the group. The tactics used to provide structure can be acquired one at a time as one's experience as a leader grows. The basic material of a leader is assumed by his passing through the selection phase successfully. His additional skills then involve acquiring techniques to enhance his function as group leader. Hopefully, the group leader will have some realization of the limits of his skills so that he can match up his goals accordingly. The court staff, consulting staff, and the chief volunteer discussion leader (if there is one) can do much to make the new group leaders aware of what skills they have and what ones they need to acquire.

Activity Oriented and Talk Oriented Groups.—Activities can be used as a primary focus for a group or as an adjunct. For younger groups of boys, activity oriented groups seem to be more appropriate. For one thing they do not usually have the verbal skills to talk seriously about themselves for an hour or so. For another, it is helpful to have them let off steam physically through some activity such as team sports, work, going for a walk, bowling, et cetera. Sometimes, productive discussion can occur in the most unlikely places. Or, once the group has let off some steam and calmed down, talk can resume. Even in older talk oriented groups there will be times of high spirits. Taking a break from talking through some activity can often help a leader regain control of a group that is running away from him. The leader should be aware of what group activities can accomplish even if his group is primarily talk oriented.

If a group leader should decide to organize the group around some primary activity (e.g., athletics, community or social projects, drama group, etc.) his goals could be to involve every group member in such a way that they learn something about themselves, have a success experience, or learn ways of coping with new interpersonal situations. Activities can serve as a useful technique for promoting group unity, relieving tension, or to teach the group members ways of organizing and carrying out planned activities. It is often the case that adolescents in general and delinquents in particular are unable to organize themselves well enough to do anything but ride around in a car. Things like organizing a party or other group activities which seem so simple for the average adult, are quite difficult for the painfully self-conscious, frightened adolescent. Social adeptness is very much a skill which people are often not even aware of until they see someone who has very little ability in this area. It is quite revealing to discover that a group of otherwise tough and apparently competent delinquents can be very much afraid of planning and organizing a party or of doing something so simple as going into a bowling alley when they have never bowled before.

In any case, an effective group does not have to be all serious talk, nor does the leader have to be making good points all the time. Moreover, a collection of people does not constitute a group, but enjoying each other's company through engaging in activities together can help make a collection of individuals into a group. Thus, activities can be used to achieve a large number of a leader's goals, providing that the leader has some idea of what he is trying to accomplish with any particular activity.

Doing something, just to be doing something, can lead to boredom and indifference just as quickly as doing nothing.

Important Discussion Themes

Group or Individual Focus.—The focus of the group can be toward problems and opinions the whole group has, such as toward institutions or individuals in the community or, the emphasis can just as easily be focused on one individual at a time within the group. A combination of these two approaches is advised because it keeps the group livelier. One suggestion is to start general and then get specific both in terms of themes and people: "What do you all think?" and later "What do you think, Bill?". It is a good idea to switch back and forth once a discussion gets going, both for purposes of summary and to ease tension. When one person opens up it is important to concentrate on him for a while and then, perhaps, to get the other group members' opinions on what he has said or done.

First Sessions.—In the early stages of forming a group it may be useful to try to focus on issues that are of concern for all or at least most of the members of the group. The most obvious issue for the first few sessions is why the group members are there and what they will be doing. It may be helpful for the leader to explore their feelings about the group, their resentment of anyone who is going to "help" them when they aren't at all sure that they want help from anyone, and so on. One solution for the leader at this point may be to acknowledge the fact that they are there because they are on probation and the group is an attempt to help them to understand why they got in trouble.

In any case, in the first few meetings a major focus will be the purpose of the group itself. At this time it is also appropriate to have the group work together to establish the rules within which the group members and the leader will live while in the group. These may include rules on confidentiality, decisionmaking, and behavior during the meeting. Rules should probably be kept to the minimum necessary to facilitate open, productive discussion and yet protect the rights of individual members. As the collection of individual probationers begins to form a group, the group discussion can focus on one person or on issues that are of particular concern to all the group members. Although at times it may seem that the group is discussing things that are trivial or irrelevant, an inventive group leader can often lead a discussion about such things as who has the fastest car in town, into discussions about competence and social status in adolescents. A general principle here is that discussion is usually most successful if the leader has developed issues that come from the group although there are times when it is quite appropriate and useful for the leader to bring up issues which he thinks are important and/or which the group seems to be consistently avoiding.

Some Examples of Different Discussion Themes.—The relative usefulness of the various different possible discussion themes depends upon a number of factors each of which the group leader must determine for himself. Such factors include the types of group members, what sort of things the group leader is comfortable dealing with, and what sorts of discussions the group leader believes will be most effective in achieving the goals he has for the group and its members. The point in presenting the following list of themes is not to say what should be discussed but rather it is to say what sorts of things other group discussion leaders have often found can be discussed in a productive fashion.

Probation rules—what good is it being put on probation? How can it help, etc.?
Confidentiality issue—their feelings about talking about themselves in front of a group, etc.
The police—what are they like? Why would someone want to be a policeman, etc.?
School rules—what are reasons for some of these rules? How they are abused? How would group members change them?
Why there is tension in the group.
Sex—in discussing this theme leaders have found responses ranging from riotous laughter to dead silence.
Use of alcohol and drugs (if appropriate).
What problems they think their parents have.
How can they understand adults and their problems.
Fighting and the importance of reputation.
Driving, cars, hair styles, clothes, and other adolescent status symbols.
Conformity—peer pressure, norms, etc.
Discussion of how they (and leader) feel the group is going.
What it feels like to be Spanish or Negro, or any minority group member.
Dreams—most adolescents like to discuss their dreams and to try to figure out what they mean.
How and why each of the group members annoys other people.
How to handle a parent or teacher who annoys you.
Reasons for delinquency or for adolescents getting on probation.
Differences between delinquent and nondelinquent adolescents.
School—the leader can ask what they like and do not like about school and different teachers, and *Why?;* this can lead into a discussion of respect versus ridicule on the part of both teachers and student.
Relationships with siblings and other family members.
Work, jobs, job hunting, etc.
Group dynamics—who is dominating whom? conflicts between group members, and how they feel about it.
Vocational goals—"What do you think you'll be doing 5 years from now?" is one way of leading into this discussion.

It is important to notice here that most of these themes, handled fully, will help teach the adolescents how to talk about the whys and wherefores of their own behavior. This skill is invaluable to them when it becomes generalized outside of the group sessions. Essentially, what happens is that they are taught some concepts associated with the behavioral sciences or some insights into human behavior, and these become a useful tool in daily living; for example, awareness of how they are conforming or succumbing to peer pressure helps them to cope with these previously unnamed influences. It is not that they just acquire labels for their behaviors; rather, they begin to understand their own behavior and the behavior of others. They learn to appreciate the important concept that people do things for reasons, that human behavior is motivated. And, given this frame of reference, it becomes important for each of them to try to discover the reasons why they do things, especially the sorts of things that are in the long run harmful to them, such as getting into trouble with the police.

Some Hints on Using Various Themes.—Popular discussion themes are those of school problems, parents, police, probation rules, peer pressures, anger, and what happened since last week. As noted earlier, the theme of the first meeting is often probation rules, and what each person did to get on probation.

Since it is important for the group leader to convey the impression that he is not going to beat around the bush, there is no reason not to start the first session by letting each of them talk about how they go into trouble.

The leader should know the probation rules, in order to be able to explain them and to help the group members to understand the reality of the situation by reasoning out why there are these rules. However, the group can get bogged down in griping about probation and bragging about their exploits. This is not particularly useful and the leader should be prepared to make the discussion more relevant to them, possibly by pointing out what they are gaining from such a discussion. It can be noted how it is easier for them to describe their exploits than to talk about themselves and the difficulties they are having.

Regarding peer group pressure as a theme, what often happens is that the leader asks *X* why he did such and such and *X* replies that everyone else was doing it. At this point a group leader might note that everyone experiences the desire to have others like them, but that individuals must think of themselves and the consequences for *them*. He might try to get them talking about how group members there exert pressure on each other. Surely they do; in fact, it often makes for a very positive discussion to talk about how different members of the group exert pressure on each other to behave in certain ways, not only in terms of what is motivating those who exert the pressure, but those who are giving in to the pressure as well. The point of doing this is to confront the adolescents with the *purposes* of their own behavior in a constructive fashion.

One discussion starter is to go around the room and ask, "What happened during the week?" Another starter is to lead into a discussion of anger by asking, "How do other people (e.g., parents, teachers, etc.) 'bug' them?" and then, "How do they 'bug' other people?" It is sometimes possible to go around to each group member asking each in turn how another group member bothers or annoys him. Sometimes it is appropriate to point out to a group member how his own method of annoying others (whatever the reason he has for it) has a number of other consequences; i.e., he gets back at someone, but he also gets in trouble or loses out in some way. This theme can lead into a discussion of ways of changing one's behavior and how one can break into and stop the vicious cycle of "*A* annoys or threatens *B* and, *B* annoys or threatens *A*."

There are various techniques of carrying off different themes and situations and this discussion is just a glimpse of some of the various possibilities. In general, rather than just leading, as the role title implies, the leader can often be more of a moderator and guide. It is important for adolescents to learn to verbalize *by themselves* the different behavior alternatives and consequences. Adults *tell* them what to do all the time, but it is more important for them to *figure it out for themselves*. This means the leader cannot be a preacher or director. He is more like a guide or moderator than a didactic teacher. As moderator, he helps reason out what is happening in the discussion and ways of dealing with problems.

One way to maintain a moderator position is to go around the room and ask each group member how *he* reacts in such and such a situation; for example, when a teacher or parent makes him angry, and to ask each how he thinks each of the others reacts. In other words, the leader can put the burden of carrying the discussion on the group members. Or, the leader can spark the discussion by first talking about himself. For example, he can say, "Here's an example of how I annoy other people, how do you guys do it?" In any case, a leader will find all sorts of ways of getting the group members to pick up an idea and carry on a lively discussion.

The leader should observe group events and discussion flow as it happens and *relax*. The group doesn't need a different theme every hour or every week. It is best to let the group progress naturally. Moreover, the discussion group leader need not feel that the group should be engaged in serious discussion of a given theme every minute of the group. Laughter and kidding at appropriate times are a sign of a good group. Also, it is important not to be bothered by an awkward silence every now and then. Silences are uncomfortable to everyone in the group, but often a good deal of constructive reflecting can occur during these times. Sometimes silences are related to tension in the group. The leader should be careful not to be critical but rather be contemplative or reflective about the tension.

Finally, it is important to let the group members determine the themes as much as possible. Then, the group leader can be free to be opportunistic as to his methods of dealing with each theme. In other words, he can experiment until he finds the method he thinks will work. Instead of worrying about what themes to discuss next, he can be working on ideas for showing the group how to discover the insights associated with the theme being discussed. That is to say, the general purpose of most discussion themes is to give the adolescent the chance to learn how to talk about human behavior so that he will be able to confront the meaning of his own behavior. It also gives the adolescent a chance to express his feelings about some areas that are bothering him and to learn ways of dealing with them. Finally, he can learn how others deal with and react to different situations and how others see him. The task of the group leader then is to provide the opportunity for these sorts of things to happen, whatever the theme happens to be.

Some Helpful Tactics and Techniques of Group Leadership

Group Oriented Tactics.—It is valuable for the new group leader to consider the function of rules, group activities, the group's power to make recommendations to the court, and the group decision process. Naturally, the specific choice of what sorts of group oriented tactics to use is up to the leader. A feeling of group unity can be accomplished through the effective use of rules, especially that of confidentiality. Voting on issues such as rules or what the next group activity is to be can also be an effective technique. It makes the group feel like it is doing something special and gives the group some responsibility for its own development. Moreover, consistency in upholding these rules and the group's decision builds trust and confidence, things sorely needed by adolescents. One good rule is that fights or serious disagreements among group members should be settled only in the group meeting itself, hopefully by talking it out. This allows persons to express their full emotions without fear of repercussions outside the group. Group recreational activities such as bowling are helpful in creating a feeling of togetherness and the feeling of being a social unit.

The group's ability to make recommendations to the probation department regarding whether a certain group member stays on probation or not, or the conditions of his probation, can be good for group morale, especially, if the group's recommendation can be communicated to the probation staff and the judge, and taken seriously by them. The group members must realize that for the court to take their recommendations seriously, they must also take them seriously. Yet, the court's actual decision should not be allowed to become the important factor; rather, the productiveness of the discussion is the major factor. Such a discussion should revolve around why *X* is on probation, why he should stay on or get off, what good being on probation is for him, whether he has changed, and, of course, why the group is making the decision. In other words, what the different members' reasons are for recommending what they do, for voting the way they do on the recommendations, and in general, an analysis of what the group is doing are issues involved in this type of discussion.

Some General Hints on Techniques.—When a leader asks a question, he should try to monitor the reaction. He should try to see if his question is tuned in to what is going on and is not putting the group members too much on the defensive. Too many "why" questions annoy adolescents. Furthermore, it can be helpful for the group leader to use the slang and expressions of the group members as much as possible. It not only warms up the group but quite often a group leader will find that his own language gets in the way of the group members' understanding as their vocabularies are often quite limited.

Role playing is a technique at which some group leaders can become quite skillful. The leader can allow one adolescent to play act himself or another adolescent in a hypothetical situation or a reenactment of a real situation. Or, one of the group members can play the role of the leader or some authority figure, such as a principal, teacher, or parent, while another group member or the leader role plays someone in the group having a confrontation with the authority figure. Another alternative is for two group members to interact playing their own roles and then to switch roles. A good deal of insight into how one looks to others can be gained using this technique; moreover, adolescents enjoy doing it.

The number of themes used per session depends on the situation. The leader can judge the progress by his careful observation of the group as it runs. He need not feel that a different theme should be on the table each week. The leader should just be wary of unproductive themes, or ones that have been wrung dry. The leader also should be opportunistic in choosing themes and in exploiting themes already chosen by the group. He should try to find the ones that might work for his group rather than feel that there are certain themes he ought to be discussing.

A leader can encourage a silent group member to talk but he must do it carefully. In this, as in all situations, he must weigh the costs and credits; for example, the group member might not come back to talk again if pushed, versus the fact that his silence may mean his avoiding the real issues.

Finally, when some things occur there is often no need for further discussion; for example, tenderness, affection, or sudden insights. A discussion rehashing what happened might, in some cases, spoil the mood.

Some Specific Techniques and Strategies of Helping.—There are a number of different techniques or strategies a discussion group leader can use. Usually each leader finds the ones with which he is most comfortable and settles into a pattern. However, we feel it is important for the group leader to reassess regularly his own behavior vis-a-vis the group. The accompanying list of different techniques or strategies is far from a complete list, but it can be used to help the new discussion leader reassess his approach. It is important to note that no one combination is best since each discussion group leader must find the ones he is most comfortable with and use them as he sees fit. Yet, he should also be aware of the possibility of using different techniques than the ones he has used and, thus, he should have as many in his repertoire as possible in case it becomes appropriate to try a new way of handling such and such a situation or a given group member.

(1) *A Supportive Strategy.—Examples:* "I think you can do it too," "I was really pleased to hear you say that * * *."

(2) *A Probing Strategy.—Examples:* "Can you tell us some more about that?", "How did you feel when * * *?"

(3) *A Reflective Strategy.—Examples:* "You mean that * * *", "It sounds like you are saying * * *."

(4) *A Suggesting Strategy.—Examples:* "Have you ever tried doing it this way * * *?", "Do the rest of you have any ideas on how he could handle this?"

(5) *An Interpreting Strategy.—Examples:* "It seems to me that by doing this you were really saying * * *", "Could it be that your reasons for doing (saying) that were * * *?"

(6) *A Confronting Strategy.—Examples:* "But look at what you just did", "That sounds like a lot of bull to me", or "10 minutes ago you said (did) *X;* now you are saying *Y.*"

Tape Exchange as a Technique.—To use tape exchanges as a technique is one way to open dialogue with authority figures who are controversial to adolescents. An anonymous tape-recorded exchange of dialogue seems to be a good method. The adolescents in a group can make a tape of questions and complaints addressed to certain persons in the community who then have the option of answering their tape; e.g., to police, teachers, nondelinquent adolescents, etc. A police and probationer dialogue can be quite successful.[2] Bringing outside authority figures to the group as visitors can also be quite effective. Hopefully, these exchanges will emphasize the power of increasing the communication in our society.

Diagnosing How the Group Is Going

It is a good idea for a leader to write some brief notes on the group after each meeting. One helpful idea would be to note the kinds of things each member seemed to be doing. From these notes he can spot problems in the group by looking at the trends his notes pick up. Writing notes on the group also encourages the sort of reflection on the group leader's part that is helpful in making the next session a better one. Such notes could even be the basis for impressionistic reports to the court staff. In general, the diagnosis of how the group is going is closely tied to whether or not the group is living up to the leader's goals. One thing to watch for though, is the possibility that the leader's goals are too high. Adolescents are very difficult to work with. Most changes are very subtle and not that frequent. By and large, it would not be surprising to discover after careful analysis that *too many times the root of the discussion group leader's anxiety about the difficulty he is having with the group is that he has set his standards or goals too high.*

One thing that can be a problem is if the group has run away from the leader; that is, the group members rather than the leader are running the group. Surprisingly, adolescents need and often request a good bit of structure. They often find a lack of structure or complete freedom a very frightening thing. So, it is important for the leader to evaluate whether he is exerting too much or too little control on the group. Too much control is frequently the result of overprotective fears on the leader's part and the other extreme is sometimes a reflection of an inappropriate permissiveness. It is often difficult to find the right kind of balance; it takes time and experience. In general, though, the best kind of control is an understanding and consistent one.

Another type of problem that can occur is negative learning. Negative learning is the case when one group member adopts another's undesirable ways of behaving. An example of this would be the introduction of a hard-core delinquent type into a group of delinquents with minor problems, who somehow acquires a leadership role in the group. His leadership could be destructive if the other group members begin to look up to him and start to imitate the undesirable behaviors of this "high status" peer; in essence, he can become a hero to them. If this starts to occur the leader should catch it fast and talk about it. For example, he could try to point out what is happening, what the high-status peer they are imitating is doing and what the group members are doing by imitating him. This way the person's potentially disruptive behavior can be worked to a positive advantage; that is, by providing a new takeoff point for discussion. Negative learning has very rarely gotten out of hand in a group in our experience; however, the leader should be aware of the possibility and confront it when it occurs.

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[2] See Vlachos, E. C., and Davies, U. *Tape Exchange and Court Probation, in* Bibliography.

Often one indication that a group is not doing what it should be doing is if there is too much fooling around. As an index, in a younger age group, one can expect fooling around to occur about 50 percent of the time. This is one reason why that age group should be activity oriented. Yet, if there is 90 to 100 percent fooling around in a group of this age, the group leader may not be providing the sort of structure needed. With an older age group, serious attention can be expected more than 50 percent of the time.

Another good technique for obtaining feedback on how the group is progressing is to actually ask the group members how they feel the group is going. Discussion about who is not attending regularly or on time may be relevant also. The leader can ask the members what they like and dislike about the group and what they honestly think about the way things have been going.

Finally, it is important to note that in our experience *the usual conscientious volunteer discussion group leader is much more likely to get concerned when he need not be; rarely is he not concerned when he should be!*

Termination of a Group

Group membership will fluctuate due to members coming on and going off probation, although some group members may want to continue to attend the groups even when they no longer are on probation. This fluctuation in a group's membership means that a group as a whole is rarely terminated unless, for example, the group leader(s) must leave and there are no replacements. If, however, the group membership should remain fairly stable for about 9 months to a year, it probably would be beneficial to the group to make some changes by dropping some of the old members who have already derived some beneficial skills from the group experience and by adding new members or by changing the group leader. Shifting some group members to other groups while adding new ones is another possibility. It is also quite possible to terminate certain group members, even if they have only been in the group a short time, if the discussion group leader and the probation staff feel that there are others waiting who are more in need of the experience the group provides. It sometimes becomes necessary to drop a group member because his behavior is too disruptive or he (or his parents) is being too hostile to the idea of attending group meetings.

In addition, the leader needs a break of at least a few weeks every 6 months or so. Such a break sharpens perception and gives the leader time to relax, reflect, and evaluate his experiences with the group. Being a volunteer worker should not exclude him from the benefits of paid staff vis-a-vis vacation time.

THE PROBATIONER

The Roles He May Play

It would be an endless task to describe all the types of youngsters one might encounter in working with discussion groups. Each member is a unique individual with a unique combination of wants, knowledge, skills, family background, and problems. However, it also seems to be true that it is often possible to talk about certain general kinds of behaviors or performances that may occur in most groups of adolescents. That is to say, in working with different groups of adolescents one often finds that there are certain roles that various group members may play no matter what specific discussion group is being talked about. Thus, a new group leader might find it helpful to read a very brief description of some of these roles so that he will have a better idea of some of the things to expect.

It is important, however, to remember that these differences are not that well defined even when they do occur. Often, for example, a certain group member may start out as playing a certain role and then switch to another; for example, the tough guy who, once the breakthrough is made, becomes a type of "coleader." Furthermore, there are variations within these brief descriptions of roles, that will not be discussed here.

The "Tough Guy".—One role distinction is that of the "tough guy." Different leaders have different ways of trying to get through to the type of person who may be found in this role. Some leaders try to be as warm and sympathetic as possible, even letting him get away with some things that they wouldn't let another group member do, without confronting him. The general idea of this approach is slowly to build a trusting relationship so that the tough guy will begin to trust the group leader and the group enough to eventually let them know what sorts of things are bugging him. Sometimes this approach works, especially if the warmth and relationship-oriented behavior of the group leader is coupled with a kind but consistent firmness on the part of the group leader; for "Love (alone) is not enough."

Another approach that is sometimes useful in handling the group member who is playing the tough guy role is a more directive confronting kind of approach. The group leader may directly confront the negative behavior of this person by pointing out what he is doing or by interpreting his behavior; e.g., "It looks like you are trying to impress someone," or, one may try to put him in a position where he has to account for his behavior; e.g., "Okay, you can say what you want, but what we want to know is *why* you are acting this way—what do you really get out of it?".

Another related method here is what some people call reality-testing of assertions. For example, the tough guy makes a statement indicating that he could carry off *X* if he wanted. The group leader sometimes may give him the opportunity to try to do *X*; such as, letting him lead the group in order to demonstrate to him the limits of his assertions. Sometimes, it is even possible to provide an opportunity for reality testing or confrontation of tough guy behavior through role playing or psychodrama; that is, by putting the member in a situation where he gets a chance to reflect on his own behavior through seeing how he presents himself to others or how others see him as presenting himself. Such a confrontation, whether through role playing or some other means should, of course, be handled carefully. For one thing, it is not a good idea for the group leader to confront a group member unless he feels he has the evidence to carry it off. In addition, if the group members are brought into the picture; e.g., by way of participating in the confrontation, the group leader should follow through by trying to insure that the group member confronted is not still angry enough after the group is over to take his anger out on someone.

Interestingly enough, once a person of the type referred to as the tough guy role is won over, he often can start acting like a coleader and really be a big help to the group leader in getting the other group members to confront their problems.

The "Silent One."—Another role sometimes assumed by group members is that of being a silent member. This characteristic can be assumed for a variety of reasons. One kind of reason is that the youth is scared and does not want to get "shot down." He, therefore, is unwilling to expose his feelings and beliefs to others. In such a case, the leader can be warm and gentle; e.g., "What do you think, *X*?" Often a casual one-to-one exchange before a meeting with a group member like this can be helpful.

Another version of a silent member is a silent tough guy. A person such as this is often one who does not have the verbal skills to attempt to control the group openly. Unfortunately, his silence can be used as a subtle and detrimental control over the group. He can be extremely hostile in his silence. It seems, then, that the goal to seek with this type of person is somehow to bring him out. It is important to try and find out what he is angry at. Psychodrama or role playing might be helpful here. One suggestion would be to have someone play him interacting with a second person and then the silent tough guy may become angry enough with the portrayal to respond openly. The choice of players here is important as a fairly dynamic and perceptive person is needed to play the silent tough guy role.

The "Silly Role".—The silly role is one that is typically found in every group. It generally indicates nervousness regarding the topic or the group. One way to handle this is to ask the group why they think he has to be this way, what he would do without it, and whether they or he thinks that people would like him as much without his silliness. Pointing out why he is defending himself from an anxiety-producing topic might be helpful as well as pointing out how his silly behavior is destructive to the group and is not getting him very far.

On the other hand, this role can sometimes be helpful to the group in keeping things light, and it can help keep good morale in the group. Yet, in an extreme, silly behavior can be disruptive to the group; therefore, it must be treated as a problem to be solved by the group as a whole. Usually, this role is assumed by the younger persons in the group or the ones who are generally the most immature.

The "Coleader".—Usually one or two members of the group can perceive the leader's goals and methods and try to begin to function as coleaders. Sometimes this can be done in a competitive or even sarcastic manner, but, even then, if it is corraled, it can be made helpful. There are many reasons why a member may assume such a role. Some do it to impress or compete with the group leader, some are relatively sincere and sensitive about helping others, and so on. More important than postulating why the role was assumed, the leader must watch the group to see what their reactions are to this person; for example, they may be somewhat resentful of the person who is assuming this role. They will be especially resentful if they feel that the leader is being "snowed." On the other hand, it can often be a positive sign that the leader is accomplishing some of the general goals of teaching the adolescents how to use different concepts to get better insight into what they are doing.

If the member(s) assuming such a role are presenting some problem though, it would be a good idea to discuss this role with the person alone, before or after a meeting. The leader could point out the importance of the role and at the same time let the coleader know how he has to be careful of hurting the other group members or making them angry.

The "Scapegoat".—The scapegoat role is a multifaceted one. Usually the person playing this role has problems with it because he cannot cope with (handle) the role. The leader can encourage his coming out and saying what he thinks. A rule about "no fighting with group members outside of the group" is helpful here in giving such a person some feeling of safety for what he says in the group.

On the other hand, it should be pointed out that the scapegoat is usually contributing something to his own position within the group. Consequently, the group leader cannot put himself in the position of constantly defending the scapegoat. It is better if the leader helps him learn skills of defense; e.g., talking back and expressing his feelings openly. The group leader can also try to help him to see what kinds of things he does that "bug" other people and contribute to his being a scapegoat.

The other members of the group can also be made to realize why they resent him. It is important to show the group what they are doing as well as to get the scapegoat to see why he is doing what he is doing. By carrying out such an approach of dealing with the issue in an open fashion, the leader can hopefully change the behavior of all concerned. Like everything else, however, this kind of change takes time and the leader should not expect miracles even after the issue is brought out into the open.

Theories of Juvenile Delinquency

To someone just familiarizing himself with the field for the first time, it may seem that there are almost as many theories of juvenile delinquency as there are juvenile delinquents. Since it is important for the group leader to understand some of the reasons for adolescent behavior, it seems appropriate to include a brief word about the relative usefulness of different theories, in this manual. Hopefully, this will not add to the confusion but rather will give the group leader some perspective and a context in which to consider the different theories he might encounter.

Theories are usually attempts to systematically describe some of the many reasons why people behave as they do. In each of the many theories of juvenile delinquency there is at least a germ of a reason about why adolescents get into trouble. There are many, many reasons for delinquency and most of the individual theories about juvenile delinquency represent attempts to delineate some of the possible reasons for this kind of behavior. Indeed, this makes it rather difficult to decide between theories, to choose one as being closer to the truth than another. For, as long as a given theory accounts for at least *some of the reasons why some adolescents get into trouble,* the research data will support its continued usage.

For the group leader, all this means that it is important for him NOT to rigidly subscribe to any *one* theory—to one set of reasons for behavior. There are just too many different kinds of factors operating in the general action of committing a delinquent act to make one finite set of ideas the absolute answer. However, it is important for the group leader to understand some of the reasons why the adolescents in his group do the sorts of things they do. This means that it may be helpful for him to be acquainted with some of the theories about juvenile delinquency. Again, no one theory is going to be necessarily more enlightening in achieving this type of understanding than another—it all will depend on the sorts of reasons why the adolescent in *your* group(s) tends to do things.

It is also important to note here that the reason a group member may give the leader for his behavior ("his" reason) may not be the reason for his behavior at all. Another way of saying this is the actual reason why someone does something may not be the reason he gives. This does not mean that a group leader needs to be suspicious of every reason his group members give him for their behavior. But it does mean that a group leader must be a very sensitive observer of human nature. And, if the adolescents in other groups across the country are anything like the ones in Boulder County, one will find that each one—indeed, each action engaged in by each member—requires the explanatory powers of a host of different kinds of reasons for behavior in order to make the behavior understandable.

Therefore, it is likely that the group leaders who are most successful in understanding why their group members do things are those who not only have an open mind in this regard, but are also those who can consider the relevance of many different types of reasons (theories, if you will) appropriate for explaining human behavior.

Given the above kinds of perspectives it can be seen how it might be helpful for a group leader to know of some of the different hypotheses about reasons that people have for getting into trouble, that various theorists have come up with. There are a number of good general texts and books of readings available that would be helpful here (see bibliography). In an attempt to get the reader started in this direction, we will next present a very brief sketch of only three of the many different kinds of theories; i.e., systematization of reasons for action, that are available. For the sake of comparing the three theories, those presented will be mainly applicable to lower class delinquency, and are also mostly sociological in nature as distinguished from theories of generally middle class delinquency that are primarily psychodynamically oriented.

1. Albert Cohen (see *Delinquent Boys: The Culture of the Gang*) attributes delinquency to a reaction formation against a middle class value system that holds out unattainable but highly valued goals. Thus, according to Cohen's analysis, delinquency is an angry striking out against middle class standards. Given that Cohen's analysis holds true for at least some delinquent behavior, the group leader could see one of his goals as getting his group members to openly express their feelings of anger and hostility to middle class society. And then, he can try to teach the group members how they can better control their anger and channel it in such a way that it doesn't end up hurting themselves or others.

2. Robert K. Merton (see *Social Theory and Social Structure*) speaks of the opportunity structure and the sort of ways, through legitimate or illegitimate means, that people have to achieve those things that are available in the community at large. Merton suggests that in our culture there are general common symbols for success—certain valued ends that serve as reward for all segments of society—but that the opportunity structure of society is such that the primary way for lower class adolescents to achieve such ends is through illegitimate means such as delinquent behavior. If the Merton type of analysis makes sense, then it would seem that in order to do something about juvenile delinquency, certain kinds of changes must take place in the social structure of society at large. Indeed, many people connected with juvenile courts are working for such changes. On the individual level the group leader, if he sees Merton's analysis as relevant to some of his group members, can try to teach these group members some of the kinds of skills that are necessary for achieving the ends they desire; that is, how to go about achieving *X* through legitimate means. Indeed, some group leaders are willing to function as resource persons for job and educational opportunities. Finally, the group leader can try to get the group members to be more aware of the possible consequences of their illegitimate behavior.

Although it may seem that the Merton kind of analysis is mainly applicable to lower class minority group kinds of delinquency, it also can be seen as relevant to middle class delinquency especially if the group member, although he is middle class, does not have the sorts of skills and/or the confidence in himself necessary to "making it" in a nondelinquent subculture.

3. Walter B. Miller (see the article "Lower Class Culture as a Generating Milieu of Gang Delinquency") is interested in the differences between the "focal concerns" of the lower versus the middle class. "Focal concerns" are used as a descriptively neutral way of delineating cultural differences and social practices in the sorts of things people are interested in, concerned with, and motivated by. Miller sees such things as achievement and all its symbols as being characteristic of middle class focal concerns, while the sorts of things that are lower class focal concerns are excitement, getting into (out of) trouble, smartness, fate, toughness, and autonomy.

Miller's type of analysis can be quite helpful to the group leader who is concerned about imposing his own middle class values on the members of the group. This is a very difficult issue to resolve, but to the extent that the members of a group tend to be predominantly lower class and the leader middle class, there is certainly going to be an exchange of, if not a conflict of, value systems. This is part of life, however, and viewed as such, the middle class group leader can see his role, in part, as teaching the group members how to work with middle class society. He can teach them how to get the things they want without hurting themselves and how to comfortably maintain their own values and traditions without coming into conflict with the legal authorities in their community.

Again, we suggest that not only are these theories not mutually exclusive but they are also not exhaustive. Yet, they do present some reasons why some adolescents do what they do, and, as we have tried to show, seeing certain of these reasons as relevant would have differential implications for how a leader might handle the particular behaviors of his group members.

What the Adolescent Can Get Out of the Discussion Group

Behavior Change.—A major goal of the courts and group leaders willing to try out a discussion group program of the sort we have outlined is, of course, behavior change. *The hope is that the discussion group provides the type of experience that will facilitate the juvenile probationer's coming to terms with himself and society in a way that will be constructive for him and acceptable to society.* There are numerous kinds of behavior changes that can be viewed as indicators of this type of positive change, and, they are all very much a function of who the particular individual is. That is to say, what may be considered a positive behavioral change for one group member is not necessarily a positive change for another group member.

However, there are some general kinds of changes that tend to receive more notice than others. The most important of these is, of course, whether or not the group member is still getting into trouble. The general feeling of people involved in programs of this sort, and the small amount of research that has been done, indicate that discussion groups (guided group interactions, group therapy, sensitivity groups, etc.) *do* have the effect of cutting down considerably on the law violations of the group members (see bibliography; e.g., Irwin, 1967). While this is one criterion of the success of a discussion group program, it is far from the only one, and, it can be a somewhat superficial one. For example, in assessing the effect of the discussion group on law violations one should ask whether the group member is getting into the same kind of trouble he did before; and, if he still is getting into trouble, whether it is more or less serious than before; whether he is doing the same things he did before but not getting caught at it; and, even though he is still getting into trouble, whether there are nevertheless some positive changes that have occurred, and so on. In other words, just knowing that the number of law violations on the part of the group members has changed is not by itself enough information on which to base a judgment of either success or failure.

Some other types of specific behavior changes that are sometimes seen as a result of the discussion group are: (1) The assumption of more adult roles and greater responsibility usually brought about by thinking more about the consequences of one's actions for oneself; (2) a change in ability to get along with authority figures who are disliked; (3) a more verbal and less physical orientation to the expression of anger; (4) a greater confidence in one's own ability, often reflected by changes in school grades or in trying to obtain jobs, etc.; (5) any number of specific changes that may have far-reaching implications such as changes in composure, physical appearance, anxiety level, ability to express warmth, etc.

There are at least three general changes that often are a part of behavior change. These are: (1) Changes in awareness, attitudes, and insight into oneself; (2) changes in abilities and skills; and (3) changes in wants, desires, and needs. These will all be briefly discussed in turn, especially since positive changes can occur in any one of these areas even though there may not be any highly visible behavior changes.

Changes in Awareness.—During the course of a group, various members may get their first honest look at themselves and/or change their ways of looking at themselves and society in general. The leader can facilitate this sort of change by helping the group members to make the important observations that link up their behavior with the reasons they had for behaving as they did. Gaining awareness of the purposes of one's own behavior, as well as that of others, is an important goal of a discussion group. It involves learning how to talk about oneself as well as others in a way that makes one's own behavior and the behavior of others understandable, without necessarily having to condone either. The adolescent who begins to understand why his parents annoy him or vice versa and how that may relate to his getting into trouble has taken a big first step towards a positive behavior change.

Changes in Skills.—There are many new skills that can be learned by a probationer in a group. Of primary importance are verbal skills which are of high value in job seeking, school, and getting along with others. Interpersonal skills of various sorts can be acquired through the opportunity the group gives to try out new methods of dealing with peers as well as adults. The boy who knows only one way of reacting to a teacher he doesn't like, may learn how to handle the situation without, for example, continually antagonizing the teacher and getting sent out of class. Not only are the acquisition of verbal and interpersonal skills one of the first steps towards gaining confidence in oneself, but they are also crucial first steps to learning how to cope effectively with the world in which one lives. Finally, the adolescent can learn to listen to what other people have to say and to eventually learn to respond constructively and sensitively to other persons. This is a big step away from the egocentricism of adolescence.

Changes in Motivation.—Quite often the adolescent has certain needs and desires that get in the way of other things he wants to accomplish; for example, everyone knows of the case of the adolescent who sincerely wants to stay out of trouble but who also has a strong desire for the approval of certain of his peers and, therefore, "goes along for the ride." Considering these factors, one goal of the discussion group is that of trying to get the various group members to become aware of the sources of their motivation—their reasons for doing things—such as peer pressure, getting back at someone who annoys you and so on. Then, one can explore with them, other ways of achieving their wants, desires, and needs that are less damaging to them and others. Or, perhaps, the group leader can find ways of showing them how wanting "X" is foolish because of the consequences involved and, thereby, bring about a change in motivation.

Problems in living for the adolescent on probation often, although not always, began long before he got into trouble. For some, there has been a pattern of frustration and failure building up for years. Sometimes their resistance to help is merely resistance to what they envision as yet another failure. It is not worth the chance of failure to try something new. Consequently, their achieving some success in the group can give them the motivation to try out other things to help themselves. Even *one* success can often break the pattern of negative, self-defeating attitudes and open some new doors of opportunity.

CONCLUDING REMARKS

Costs and Credits of Using Volunteers

Some costs of having group guidance volunteers working at a court involve the additional time needed from the court staff to oversee programs, to reassure the new volunteer having trouble with his group, to select the right man for the job, and so on. Also, some small expense may be incurred in reimbursing volunteers with activity oriented groups for an evening's activity or for travel expense. The court may even want to hire professional consultants to aid in the training and selection of volunteer discussion group leaders.

There are many credits in the use of volunteer discussion group leaders. One of the most important involves the creation of more community responsibility for juvenile delinquency. The volunteers provide a valuable community service for the court at minimal financial cost. The example set by volunteers and their apparent success can also help other agencies function through increased services emanating from the court. Finally, and most important, is the help the volunteer discussion leader can provide to the adolescent himself.

The emphasis on volunteer lay persons helping youth in trouble is an exciting trend and must be encouraged to fill the needs of the future. The major role of the professional might one day become the training and supervision of volunteers to serve in semiprofessional capacities. Indeed, in many fields we are finding that there are not enough professionals to go around and that it is possible to train lay volunteers to provide services that it was once thought only professionals could fill.

Importance of Selection and Training Procedures

Volunteers must be hand picked for their integrity and skills in human relations. One must never resort to any single criterion. The court staff, volunteer staff, and consulting staff involved in the selection and training of the discussion group leader must be skilled, sensitive observers of human behavior. As mentioned previously, the judge and juvenile officers who have daily contact with the adolescents are in the best position to judge who will be suitable for the job of discussion group leader, but the viewpoint of an experienced discussion group leader or professional consultant is also very valuable.

It is interesting to note the general responses of modesty and fear that most volunteers have about assuming this responsibility. To dispel the apprehension it is sometimes helpful for the court staff to reassure volunteers that probationers who either would find the group too threatening or would be too disruptive have been selected out from participation, and to convince the new volunteer that what the remaining adolescents need most is a stable, trusted, respected friend who talks honestly about his commonsense reaction to their problems.

A Final Word to the Courts

Perhaps some reassurance to courts thinking of embarking upon this new program is also appropriate here. In order to persuade the initial volunteers to try leading a discussion group, court people themselves must be convinced about the value of using volunteers in such a role.

There is no reason why a sensitive, sensible, nonprofessional adult cannot perform the different roles of the discussion group leader that are suggested in this manual. Although it takes careful selection and some training, it does not require a professional degree. When the Boulder County Juvenile Court began using volunteers in these and other key roles, it was one of the few courts and community agencies doing so. Now, due to the success of these pioneer programs, and to a national trend of volunteerism, there are some 125 courts using volunteers in key roles, although only a much smaller number is presently using volunteers as group discussion leaders.

The uses of volunteers in community service are limitless. The volunteers are there; it is only a matter of being able to change our traditional attitudes and ways enough so that we can take advantage of them.

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THE VOLUNTEER IN CORRECTIONS

A Reference List

Prepared by Ivan H. Scheier, Ph. D.

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*Asterisked items are reports published by: (1) The Office of Juvenile Delinquency and Youth Development, Social and Rehabilitation Service, U.S. Department of Health, Education, and Welfare, Washington, D.C., and/or (2) the National Information Center on Volunteers in Courts, Boulder County Juvenile Court, Hall of Justice, Boulder, Colo. Inquiries as to nonasterisked items are best addressed to the authors or to the journals cited.

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*Pinto, L. J., and Scheier, I. H. *"The Impact of Volunteer Social Service Program in Projects Funded by the Office of Juvenile Delinquency and Youth Development."* (Compares use of volunteers in courts with their use in other youth service areas.) Expected to be completed in spring or summer, *1969*. Address inquiries to OJD/YD, Washington, D.C.

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Manual may be obtained for $1 a copy by writing to the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. Ask for it by title and also as "JD Publication No. 477." If supplies are unavailable, contact the Office of Juvenile Delinquency and Youth Development, HEW, Washington, D.C.

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B. NEWSLETTERS

*"*The Volunteer Courts Newsletter*" is published six times yearly, for exchange of information and ideas among volunteer courts. Available from Boulder County Juvenile Court, Hall of Justice, Boulder, Colo. Beginning 1969, subscription fee is $2 yearly, payable to "Volunteer Courts Newsletter."

"*The Volunteer's Digest,*" now published six times a year, is a journal of general interest in volunteerism occasionally including corrections. Can be ordered from Mr. Robert Wolozin, Volunteer Community Activities Clearing House, Inc., 5507 33d St. NW., Washington, D.C. Subscription is $7 a year; quantity rates on request.

The National Service Newsletter is currently available on a selective basis without charge from the National Service Secretariat, suite 500, 1629 K St. NW., Washington, D.C. 20006. It is concerned to report on and encourage various forms of national voluntary service for youth, on the VISTA and Peace Corps models. This may include areas related to corrections, but is by no means restricted to them.

The AAVSC Newsletter is a bimonthly publication of the American Association of Volunteer Service Coordinators. It presently concentrates on volunteer program management areas other than courts; e.g., hospitals, and circulation tends to be restricted to members of AAVSC. Editor is Mr. Robert W. Last, Department of Health and Special Services, 1 West Wilson St., Madison, Wis. 53702.

International Prisoner's Aid Association Newsletter, published by that association at 526 West Wisconsin Ave., Milwaukee, Wis. 53203. Frequently has news of correctional volunteerism, especially as regards parole and aftercare.

A number of other newsletters sometimes feature volunteer-related material. Full addresses can be obtained from the National Information Center at Boulder, for many of these, including the "New Careers Newsletter"; "Michigan's Children"; "Serve Newsletter" (Serve and Enrich Retirement by Volunteer Experience); and NCCD News.

Finally, a number of individual volunteer courts publish their own court newsletter; and these are often the most valuable reading of all. The National Information Center will have many of these addresses, too.

C. DIRECTORIES OTHER THAN THE PRESENT ONE

(1) *Directory of Prisoner's Aid Agencies, 1966–1967.* Correctional Service Federation, U.S.A. 526 West Wisconsin Ave., Milwaukee, Wis. 53203.

(2) *International Directory of Prisoner's Aid Agencies: 1968.* International Prisoner's Aid Association, 526 West Wisconsin Ave., Milwaukee, Wis. 53203.

(3) *Preliminary Directory: Undergraduate Correctional Service Organizations in the United States.* Prepared by Columbia Citizenship Council, 311 Ferris Booth Hall, Columbia College, N.Y., in April 1967. A more complete directory may be available now, and for the State of Michigan only, a quite complete directory of college volunteer groups is issued by the Michigan Council of Student Volunteers. (Write: Division of Family and Volunteer Programs, State Human Resources Council, 525 Hollister Bldg., Lansing, Mich.)

(4) *Invest Yourself: A Catalogue of Service Opportunities* (for youth). The Commission on Youth Service Projects, 475 Riverside Drive, room 832, New York City, N.Y. 10027, *1968.*

(5) *Directory of Service Organizations,* published in 1968, by the National Service Secretariat, 1629 K St., NW., Washington, D.C. 20006. To suggest to young people how they may identify agencies with which they might serve.

(6) *Citizen Action to Control Crime and Delinquency.* A list of 50 project ideas for citizen groups or individuals who wish to get involved in action to reduce crime and delinquency. 50 cents a copy from NCCD, 44 East 23d St., New York City, N.Y.

(7) *Project SERVE Directory* is issued by the Community Service Society of New York via Project SERVE, 105 East 22d St., New York City, N.Y. 10010. The directory aims at national coverage of service volunteer opportunities for retirees, including corrections or prevention work with youths.

D. FILMS AND TAPES

Films

NOTE.—Movies listed below are believed to be available without charge on a loan basis, by writing Project Misdemeanant, 200 Washington Square Plaza, Royal Oak, Mich. 48067.

(1) *"Royal Oak—City With a Heart."* 16 mm., black and white, 25 minutes. Describes the operation of the Royal Oak probation volunteer program. Includes interviews with volunteers and a young man on probation.

(2) *"Don't Curse the Darkness."* 16 mm., black and white, 20 minutes. A film report on the need for more adequate probation services for misdemeanant offenders, using citizen participation in the State of Michigan.

(3) *"The Revolving Door,"* recently issued by the American Foundation, depicts the plight of jails, and emphasizes some alternatives to jails, including Denver County's Volunteer Probation Programs. For further information, write Project Misdemeanant or the American Foundation, Institute of Corrections, 1532 Philadelphia National Bank Bldg., Philadelphia, Pa. 19107.

Tapes

Boulder County Juvenile Court has a few tape recordings: (*a*) Volunteer group discussion leaders in action with their probationer groups, and (*b*) probationer's perceptions and reactions to the volunteers who work with them. It may be possible to make special arrangements to borrow or copy these tapes. *Children's Charter,* 614 West Lovell St., Kalamazoo, Mich., has an excellent series of tapes about delinquency, useful for training volunteers and perhaps relevant in other ways as well. The Children's Charter tapes are routinely available for a fee.

E. THE VOLUNTEERISM READING AREA, OUTSIDE OF CORRECTIONS

There is a vast bibliography on volunteerism outside of corrections. Indeed, corrections is one of the last areas to try volunteers and much more has been written about more traditional volunteer areas. Some of these may have considerable pertinence for corrections volunteerism; for example, the welfare volunteer, the volunteer who works with the poor and disadvantaged, or the education and mental health volunteer.

A "Conglomerate Bibliography of Volunteerism" was assembled in February of 1968 by the Boulder County Juvenile Delinquency Project. It is but lightly organized and analyzed, striving only to provide a completeness of raw material for library research or further reading programs. The total list contains over 500 titles. A few copies are now available from the Boulder County Juvenile Court, Hall of Justice, Boulder, Colo. A small fee is asked for reproducing additional copies and for mailing.

Less extensive, but far better organized is "Volunteers: An Annotated Bibliography." Compiled by Ethel M. Adams and Suzanne Cope, it is available for $1 a copy from the United Community Funds and Councils of America, 345 East 46th St., New York City, N.Y. 10017.

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